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THE MASTER PLAN OF SAN FRANCISCO

# THE LAND USE PLAN

## Location and Extent of Public and Private Uses - Standards of Population Density and Land Coverage

SAN FRANCISCO CITY PLANNING COMMISSION

# T H E  L A N D  U S E  P L A N

This report deals with the general problem of space in San Francisco. It provides basic information on the uses of land, and outlines broad principles governing the distribution of population, the allocation of space for public and private uses, and the preservation of essential open areas around buildings.

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City and County of San Francisco

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CITY PLANNING COMMISSION

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George W. Johns, Vice President

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Mrs. Charles B. Porter

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J. Roger Deas, Secretary

L. DEMING TILTON, Director of Planning

## CERTIFICATE OF ADOPTION

This report, including maps, plans, charts, and descriptive matter, and all supplementary reports and documents specifically referred to herein has been approved and adopted by Resolution of the City Planning Commission, No. 2998, December 20, 1945 as part of the Master Plan of the City and County of San Francisco.

Michel D. Weill
President

J. Roger Deas
Secretary

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# A C K N O W L E D G M E N T S

The Planning Commission and staff have had to rely heavily upon other agencies in the preparation of this and related Master Plan reports. The Reproduction Bureau of the Purchasing Department has been required, because of the pressure of time, to redouble their efforts in the printing of maps and charts. Their cooperative spirit and ability have helped materially.

The Planning Commission also acknowledges with sincere appreciation the data and information provided and other aid given by the

Assessor
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Civil Service Commission
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Department of Public Health
Department of Public Works
Fire Department
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Juvenile Court
Park Department
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Public Utilities Commission
Public Welfare Department
Purchasing Agent
Real Estate Department
Recreation Commission

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# PART A

# GENERAL DISTRIBUTION OF THE USES OF LAND

# I

# INTRODUCTION

Space is all-important in the modern city. The automobile alone has radically changed space requirements, and made large sections of the old city obsolete. Traffic congestion, crowded school yards, narrow houses, inadequate playgrounds, shopping districts with no off-street parking areas - all these are evidence of the need for space in the city.

For purposes of city planning, the word "space" can be translated into "land." Changes in the uses of land can be anticipated, and guided by zoning, routing of street cars and buses, reconstruction of blighted areas, and other types of official action. Old districts in stable, appropriate uses, like some of the well-developed single-family home neighborhoods, can be protected and their values conserved for many years. Other areas, now discordant mixtures of dwellings and businesses can be reorganized, and industries, stores, and apartments brought together in harmonious groups.

The need for space extends to governmental agencies. Areas devoted to public uses must increase in proportion to private uses. As population grows, more trucks and automobiles appear on the public streets. Schools and hospitals expand, and more parks and playgrounds are needed.

The Master Plan is the official document in which the many significant relationships in the land use pattern are examined and the future needs of the community estimated. The land area of the city can be budgeted to meet prospective demands. The basic land use plans and policies outlined in this report inaugurate such a budgeting system.

Content of the Land Use Plan. In general terms, the land use problems of San Francisco fall into two groups: (1) those concerning the lands, or space, required for public purposes, and (2) those relating to the lands in private ownership, the regulation of which is a matter of public concern.

The report is presented in three parts, which together constitute a Land Use Plan, the base upon which other elements of the Master Plan will rest.

Part A is concerned broadly with the manner in which the people, the business interests, and the community as a whole will share the use of the limited land area of San Francisco.

The major problems are defined. Formulas for the distribution of land uses have been developed, and well-considered, balanced allocations of space have been made, using the census districts of the city as a basis. Methods by which this city-wide

distribution of land uses can be guided by official plans and policy are outlined.

Part B directs attention primarily to the space needs for schools, utilities, parks and playgrounds, and other public purposes. Lands now in public use are shown and proposed future acquisitions noted, largely as presented by municipal departments in the Post-war Improvement Program.

Part C deals with the problems of space in areas devoted to residential use. Population densities and land coverage are examined, and desirable standards established for future development.

It must be understood that the processes of planning for San Francisco do not end with the adoption of this report. Inquiries of many types, and considerable planning in problem areas is yet to be undertaken. The Master Plan will emerge in greater clarity as the basic studies presented here are further refined and expanded.

Among the specific studies of land uses and the arrangement of space and structures scheduled for the future are the following:

Replanning of Areas Devoted to Temporary War Housing
Redevelopment Plans for Blighted Districts
Building Arrangements in the Central Business District
Apartment Groups and Slopes
Neighborhood Community Centers
Civic Center and Memorial Plans
World Trade Center
Passenger Terminals
Ferry Building Environment
Industrial Properties and Facilities
Design of Row House Districts

The adoption of the Master Plan in the present form will expedite completion of these detailed planning studies.

The View Ahead. The assumptions upon which all land use plans and proposals are based are briefly:

(1) That changes in the uses of land and the structural form of San Francisco will take place from year to year, whether there is a Master Plan or not.

(2) That such physical changes can either be left largely to chance, with the prospect that future development of the city may be spotty and wasteful, with large areas declining in utility and value, or

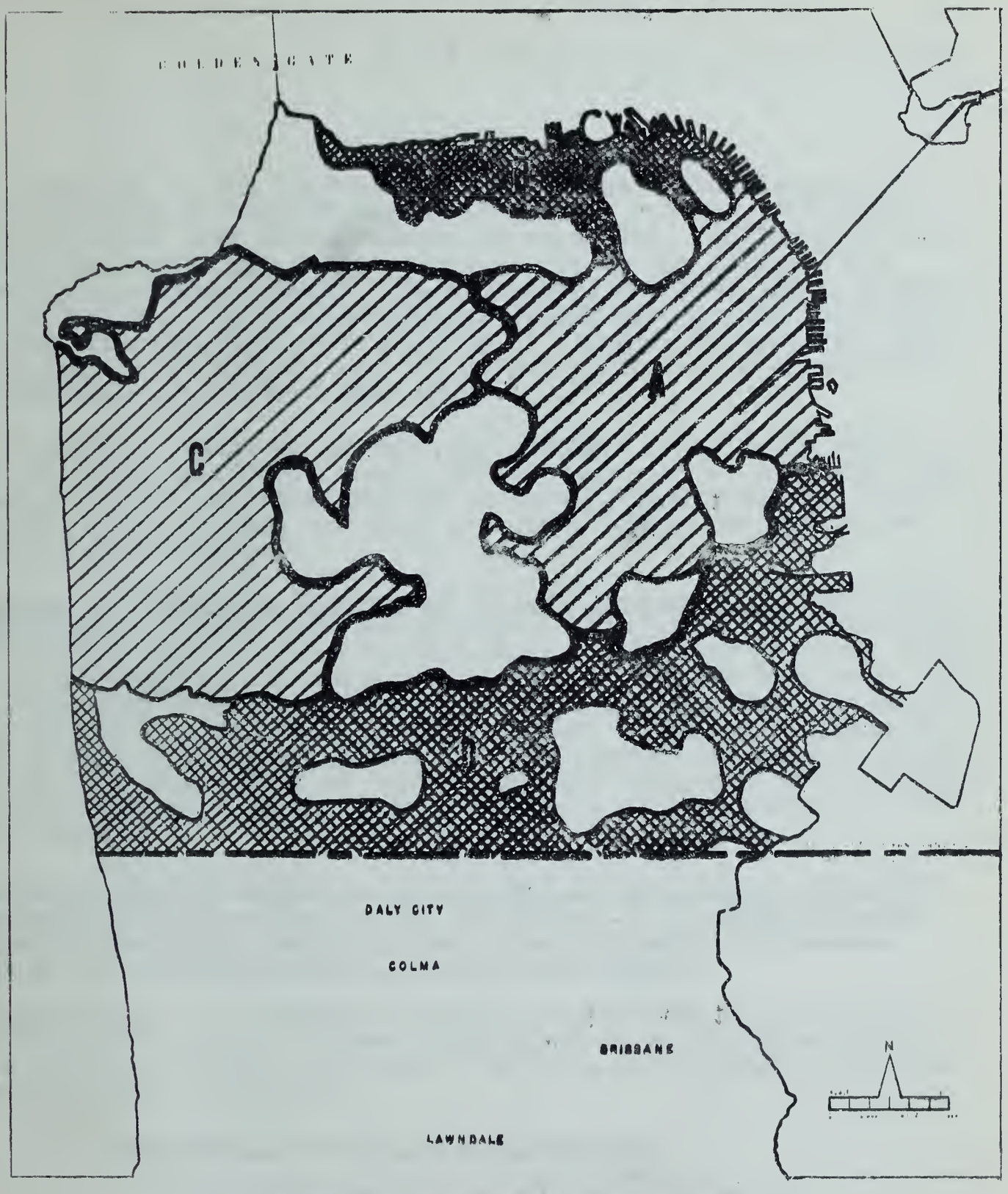
(3) That future civic development may be guided by an official plan, with the object of securing a more efficient and favorable use of space wherever and whenever changes are made in the uses of land.

The City of San Francisco has had one hundred years of growth without any systematic or formal planning. It is generally agreed that one of the most superb city sites in the world has been damaged, and many exceptional values irreparably lost, by this haphazard development.

Business and industrial enterprises do not remain unaffected by the deterioration of the physical plant of the community. Between 1930 and 1940, the growth of population was negligible, and if spreading property blight is not checked an actual decline of population may be expected. When the city ceases to be liveable for its workers, its dominance in many fields can be challenged.

It is obvious that San Francisco can grow and prosper only by making the best possible use of its exceptional but limited land area. Adequate sites must be provided in the right places, for every business activity, and for every type of home favored by the citizens and appropriate to the climate and topography of San Francisco. By using space more wisely in the future, we can build a city here that will establish new standards for family and community life.

# CIRCULATION STUDIES




## NATURAL GEOGRAPHIC DISTRICTS

A - A gently sloping area, first to be developed, now the central business and residential district.

B - An area of sightly slopes, now high value residential property.

C - Western district sloping toward the sea, once called the Great Sand Bank.

D - Connected valley areas out by the county line.

II

# THE LAND USE PROBLEMS OF SAN FRANCISCO

San Francisco is the central city of a large metropolitan area. The population of the Bay Region is growing rapidly, and the demand for space here is influenced by this fact. Unlike most other cities, San Francisco cannot adapt itself to the pressure for space by spreading outward. It is bounded on three sides by water, and on the south by a range of high, steep hills. The uses of its limited land area are governed also by climate, topography, soil conditions, land values, and the street patterns and arrangements of buildings established many years ago.

Land, whether public or private, is valuable only to the extent that it is appropriately used. When uses are badly arranged, and mixed without discrimination, the result is inconvenience, waste, disorderly appearance, and loss of value. These conditions now exist in San Francisco.

Adoption of Report on Present and Future Uses of Land. The numerous problems arising from space deficiencies and maladjustments in the uses of land in this city have been examined in previous reports. The first steps in the development of this Land Use Plan were taken in 1937, when the Works Progress Administration, under the sponsorship of the City Planning Commission, made a city-wide survey of land uses. In November, 1944, a report summarizing and interpreting the voluminous data of this survey was presented to the Commission and forwarded to the Mayor, the Board of Supervisors and all departments.

The report mentioned above, Present and Future Uses of The Land, dated November 30, 1944, is the foundation of the Land Use Plan presented herewith, and is by this reference now adopted as a part of the supporting data for the Master Plan.

Basic Factors. The principal land use problems in San Francisco and the more important factors causing them, as disclosed by various surveys, studies and reports to date, may be listed and discussed briefly as follows:

## Geographic Position of San Francisco

The City occupies 44 square miles on the tip end of a peninsula. Expansion is possible only to the south, and growth in this direction is blocked by the San Bruno Mountains. Bridges across the Bay and the Golden Gate have permitted the spread of residential uses to the open sections of other counties, and increased the pressure of traffic and demands for space in the central business and industrial areas.

## Topographic Conditions

Only about half the total land area of San Francisco is of moderate gradient and adapted to normal urban uses. Rocky hills, tidal flats, sand dunes, steep slopes and other topographic features interfere with development in many sections of the city. Trade winds, fog and other climatic factors create a diversity in uses and values.

## Limited Area

Its restricted area is a severe handicap to San Francisco. Space for new residential development is now practically exhausted, but some land for these purposes may become available through release of Federal military holdings like the Presidio. The business district can expand but at the expense of industrial and apartment areas. Space for new housing can be made available by the redevelopment of blighted districts. Tall apartments can be expected on smaller sites unless new regulations governing open spaces in residential areas are established.

## Street Pattern

The streets of San Francisco use 34 percent of the used urban land. Large sections of the street pattern are inefficient because of the rigid grid-iron pattern. Block sizes are wrong in many parts of the city, causing wastage of space. Improper street intersections reduce the utility of lots. Steep gradients appear on many hillsides, creating unusable property where views would otherwise justify high values.

## Building Habits and Forms

San Francisco has for many years accepted a wooden variant of the eastern row house. The monotonous rows of these structures disfigure many sections of the city. The rectangular street pattern and monotonous architecture contribute to this unattractive condition. The automobile has further complicated the space problem. Few row houses or apartments provide adequate space for the motor car.

## Deficiencies and Maladjustments

In many sections of the city space maladjustments are obvious. Consider the shortage of parking areas at Fisherman's Wharf, in the Central Business Dis-

trict, and in many apartment districts. Parks and playgrounds are missing in areas showing high juvenile delinquency. Home grounds are inadequate for the play of children in the older parts of the city.

## Improper and Inefficient Uses

Substandard housing is spotted throughout the industrial and wholesale districts south of Market Street. A low-grade, old produce market stands in the shadow of a new Appraisers Building. Many small industries, some of objectionable types, are scattered throughout the Western Addition and the Mission District, contributing to the decline of these areas for residential purposes.

## Congestion

Overcrowding is common in San Francisco. Land is covered up to 80, 85 and 90 percent in some districts. The buildings are of wood frame construction and mostly 2 or 3 stories in height, but the crowding has been accepted as necessary. It has extended also to the few areas where tall apartments are built. The contest for views and air rights will injure the city unless checked.

## Industrial Trends

The industrial pattern of San Francisco includes many small specialty units. The demand for space for such establishments is almost constant but the areas available are limited, and becoming prohibitive in cost. More land for industrial uses can be created by readjustment of existing uses, and by filling the remaining tidelands.

## Regional Development

Industrial concerns seeking acreage find practically no space available in San Francisco. The larger industrial units are spreading into other sections of the region, and new communities are springing up around them. This widely dispersed and increasing population creates demands which are felt in the Central Business District and elsewhere in the city. The dominance of the shopping, finance, professional and amusement center can be maintained, but only by large-scale improvements designed to reduce congestion.

Values and Taxation

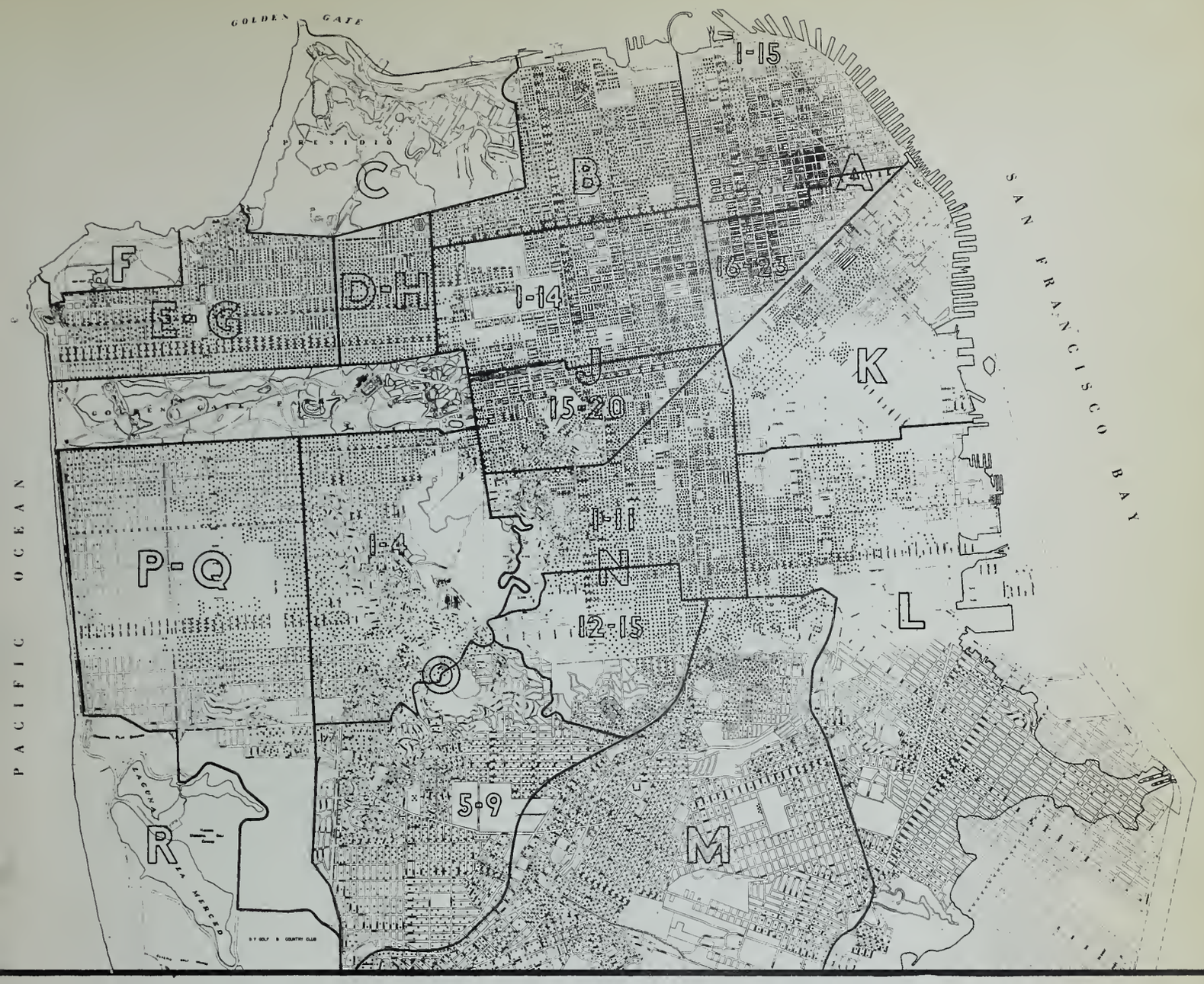
The law of supply and demand operates, creating high values where space is limited. Promotion and speculation, as distinguished from constructive development have introduced distortions in the scale of values. The losses due to blight will be reflected in declining municipal revenues.

Blight and Decay

Another section of the Master Plan deals with the general problem of property blight and the policies which should govern the redevelopment of such areas. These districts now stand as the number one problem area of San Francisco.

This first section of the Land Use report, Part A, deals in general terms with people-land relationships. The first approach is quantitative. An attempt is made to determine (1) a total population which can live on the available space of San Francisco under the most favorable sanitary, health, and safety conditions, and with minimum disadvantage in comfort and convenience, (2) how such population can be properly distributed among the various sections of the city, and how the space requirements implied in such distribution can be met, and (3) the regulatory measures needed to assure an ultimate distribution of population and a related arrangement of both private and public lands to accommodate anticipated demands.

A qualitative study of land uses follows in Part B, showing the future space needs of public agencies. Schools, hospitals and other public buildings cannot be built; freeways and new streets cannot be developed; parks and playgrounds of adequate area will not appear until the site, or land, is first acquired. The problem of land acquisition for public purposes is critical because of the legal difficulty of reserving property in the right size and location for future purchase. The adoption of an official Land Use Plan showing a harmonious, balanced distribution of public and private land uses, however, is a first step toward solution of this problem.




# POPULATION AND STUDY AREAS

*Each dot represents 25 people (as of 1940 U. S. Census)*

*Study Areas are combinations of U. S. Census Tracts.*

| | | | |
|---|---|---|---|
| A (1 - 15) | NORTH BEACH - CHINATOWN | K | SOUTH OF MARKET |
| A (16 - 23) | DOWNTOWN | L | POTRERO - BAY VIEW |
| B | MARINA - PACIFIC HEIGHTS | M | VISITACION - EXCELSIOR |
| C | PRESIDIO | N (1 - 11) | MISSION |
| D - H | PARK - PRESIDIO, EAST | N (12 - 15) | NOE - GLEN PARK |
| F | LINCOLN PARK | O (1 - 4) | SUNSET - WEST PORTAL |
| E - G | PARK - PRESIDIO, WEST | O (5 - 9) | OCEAN AVENUE |
| I | GOLDEN GATE PARK | P - Q | SUNSET - PARKSIDE |
| J (1 - 14) | WESTERN ADDITION | R | MERCED |
| J (15 - 20) | BUENA VISTA | | |

*PLATE* 1

SAN FRANCISCO CITY PLANNING COMMISSION

# EXTENT AND DISTRIBUTION OF FUTURE LAND USES

The maps, charts, tables and descriptive metter which follow deal with the areas in San Francisco to be devoted to all major types of use. In Part B of the report, special consideration is given to specific sites now used and required in the future for public facilities.

The areas subjected to analysis here are those devoted to COMMERCE, INDUSTRY, RECREATION, EDUCATION, INSTITUTIONS, UTILITIES, and RESIDENCE. These will constitute 68 percent of the total used area of the city.

Objectives and Methods. As has been stated, the basic facts upon which this study is based were derived from the 1938 Land Use Survey. The patterns of use revealed at that time have changed but slightly in the intervening years. We now know how San Francisco uses its limited space.

The existing arrangements, however, are not orderly or systematic. They come about as a resut of community growth, aided by promotion and speculation. Free choice of sites for business, industry and homes existed for many years. Zoning as a positive, city-wide plan of control came first in 1921. The land use pattern today reveals all the faults and other characteristics of a city that just grew.

The future uses of land, however, can be guided to correct deficiencies and eliminate conflicts and disorder. It is the purpose of this section of the Master Plan to present a broad plan for the distribution of land uses which will spell economy, efficiency and better living for the entire community.

As a first step, it was necessary to establish the facts as to present land uses and trends, their relation to population, their distribution, their good and less desirable features, and the amounts of unused land and land requiring redevelopment.

The amounts of land proposed to be allocated to each use are those which would result if all the available land in each part of the city were put into effective use, with reasonable betterment of living conditions, and acceptable standards of population density and residential development.

The amounts of land deemed necessary for the uses specified have been determined by an extensive analysis of existing habits of land uses in each part of the city, covering (a) the amounts of land used, or vacant and usable; (b) the deficiences in certain categories, such as school sites, playgrounds, and sites for new industries, and (c) the amounts of residential and other land having characteristics of stability and sound

development as compared with the extent of areas characterized by overcrowding and the incidence of blight, or ill-adapted to their present use.

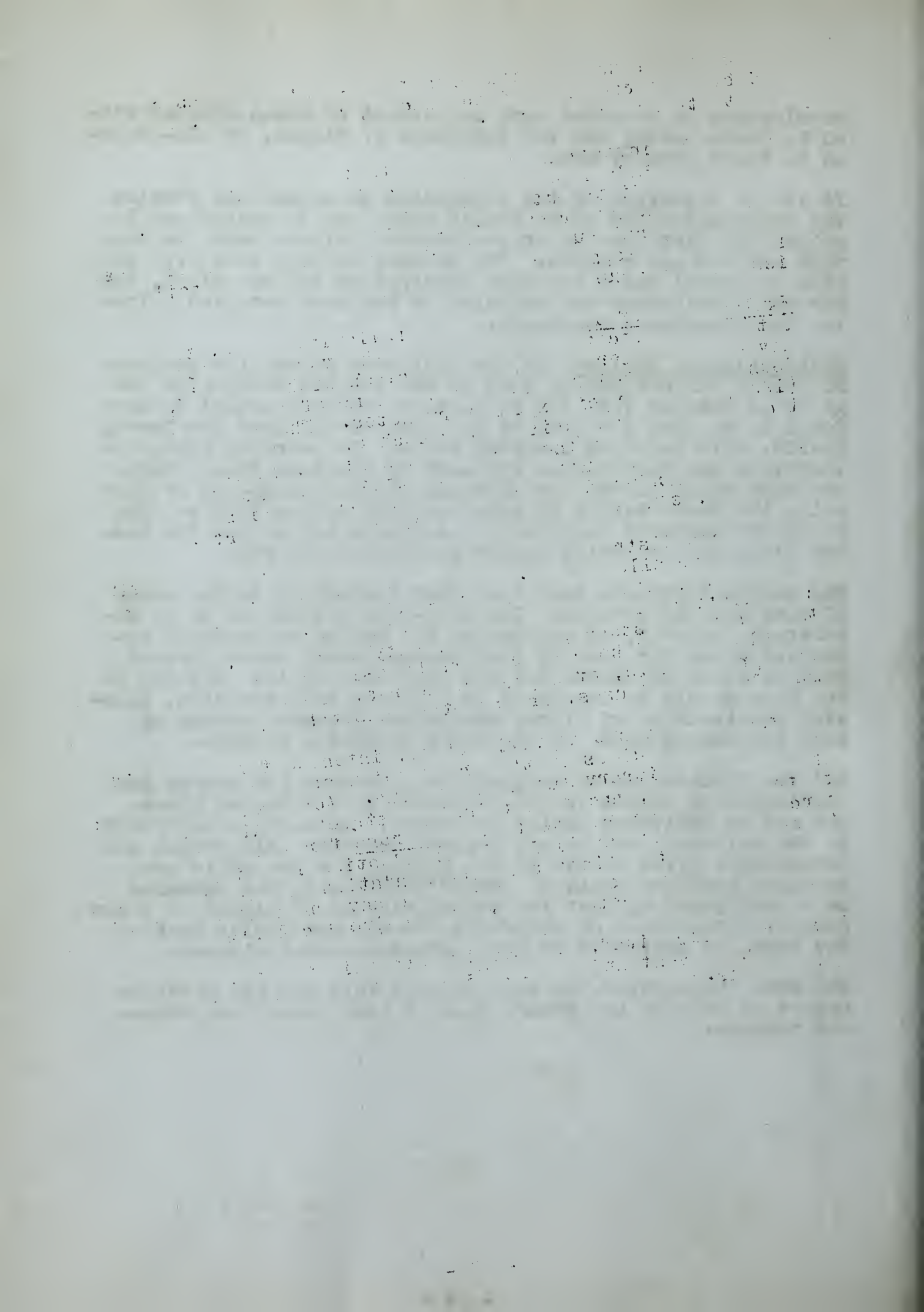
It is the intention of the Commission to extend and precise the recommendations as to public uses, and to revise and localize the distribution of recommended private uses, as further studies may require. The present overall plan will provide a general guide for such precissions and revisions, and for the development and adoption of the more detailed policies and procedures necessary.

Explanation of Tables. On the following pages, the proposed city-wide allocations of land to the various categories are given in tabular form for comparison with the actual amounts found to be used for each at the time of the Land Use Survey (1938), with brief explanatory notes. The corresponding allocations and comparisons for each of nineteen study areas are also shown on the accompanying plans, indicating graphically the distribution of uses detailed in the Tables. The Plans are numbered as part of a complete series for the Master Plan, some of which appear in related reports.

The census districts have been used throughout in the study of land use allocations. The city-wide totals are to be understood, however, as indicating the sum of the special recommendations for each of the nineteen study areas, rather than as fixed standards for the city as a whole. Nothing in the Plan should be construed as opposing the provision, wherever practicable, of higher standards, greater amounts of land for needed uses, or any other desirable feature.

All the figures are approximations, intended for use by the Commission as guides in the preparation of detailed plans. and not as arbitrary maxima or minima. Acreages given refer to the net area, and do not include streets. All ratios and percentages given relate to the average for the whole area to which they are applied. Their adoption is not intended as a commitment against the recommendation of higher or lower ratios, percentages or standards for any particular part of the area, as indicated by more intensive local studies.

The term "Milcapita", as used in both this and the previous report on Present and Future Uses of Land means "per thousand persons."



## COMMERCIAL USES

### Proposed General Distribution and Extent

| Census Tracts | Study Areas | Acres in Use (Survey, 1938) | Acres Proposed (Master Plan) |
|---|---|---|---|
| A (1-15) | North Beach-Chinatown | 105 | 100 |
| A (16-23) | Downtown | 224 | 242 |
| B | Marina-Pacific Heights | 49 | 55 |
| D | Presidio East | 19 | 17 |
| E | Presidio West | 15 | 15 |
| G | Park West | 25 | 28 |
| H | Park East | 8 | 10 |
| J (1-14) | Western Addition | 122 | 122 |
| J (15-20) | Buena Vista | 40 | 50 |
| K | South of Market | 177 | 210 |
| L | Potrero-Bay View | 53 | 108 |
| M | Visitacion-Excelsior | 85 | 141 |
| N (1-11) | Mission | 109 | 128 |
| N (12-15) | Noe-Glen Park | 16 | 23 |
| O (1-4) | Sunset-West Portal | 26 | 53 |
| O (5-9) | Ocean Avenue | 21 | 36 |
| P | Parkside (Por. No. of Sloat) | 22 | 32 |
| Q | Sunset | 7 | 23 |
| R | Merced(incl."P"So. of Sloat) | - | 19 |
| | Totals for City | 1123 | 1412 |
| | Acreage per milcapita | 1.75 | 1.77 |

The Plan following shows graphically the above distribution.

The allocations for future use include some mixed residential and commercial use, and provision for off-street parking in new and redeveloped areas.

The increases are generally proportional to the population. The slight reductions shown in two study areas are based on probable elimination of sub-marginal and non-conforming business uses, in blocks better suited for residence use.

Since the ratio to population given above includes the central business districts, it should be noted that in outlying areas, only from 0.75 to 1.25 acres is proposed for each 1,000 persons accommodated. About 36% of the land now used for commercial purposes has residence uses above the ground floor. This double use is expected to continue in heavily populated sections.

PLAN 13

## INDUSTRIAL USES

### Proposed General Distribution and Extent

| Census Tracts | Study Area | Acres in Use (Survey,1938) | Acres Proposed (Master Plan) |
|---|---|---|---|
| A (1-15) | North Beach-Chinatown | 102 | 92 |
| A (16-23) | Downtown | 32 | 25 |
| B | Marina-Pacific Heights | 10 | 10 |
| D | Presidio East | 2 | 1 |
| E | Presidio West | - | - |
| G | Park West | - | - |
| H | Park East | 2 | 2 |
| J (1-14) | Western Addition | 39 | 18 |
| J (15-20) | Buena Vista | 5 | 5 |
| K | South of Market | 667 | 730 |
| L | Potrero-Bay View | 533 | 922 |
| M | Visitacion-Excelsior | 49 | 50 |
| N (1-11) | Mission | 47 | 47 |
| N (12-15) | Noe-Glen Park | 2 | 2 |
| O (1-4) | Sunset-West Portal | 2 | 2 |
| O (5-9) | Ocean Avenue | 8 | 8 |
| P | Parkside (Por. No. of Sloat) | 1 | 1 |
| Q | Sunset | 1 | 1 |
| R | Merced (incl. "P" So. of Sloat) | 1 | 1 |
| | Totals for City (1) | 1503 | 1917 |
| | Acreage per milcapita | 2.35 | 2.40 |
| | New area through tideland reclamation (approximate) | | 450 |
| | Total after reclamation (1) | | 2367 |
| | Acreage per milcapita | | 2.96 |

(1)Not including the U. S. Navy Yard

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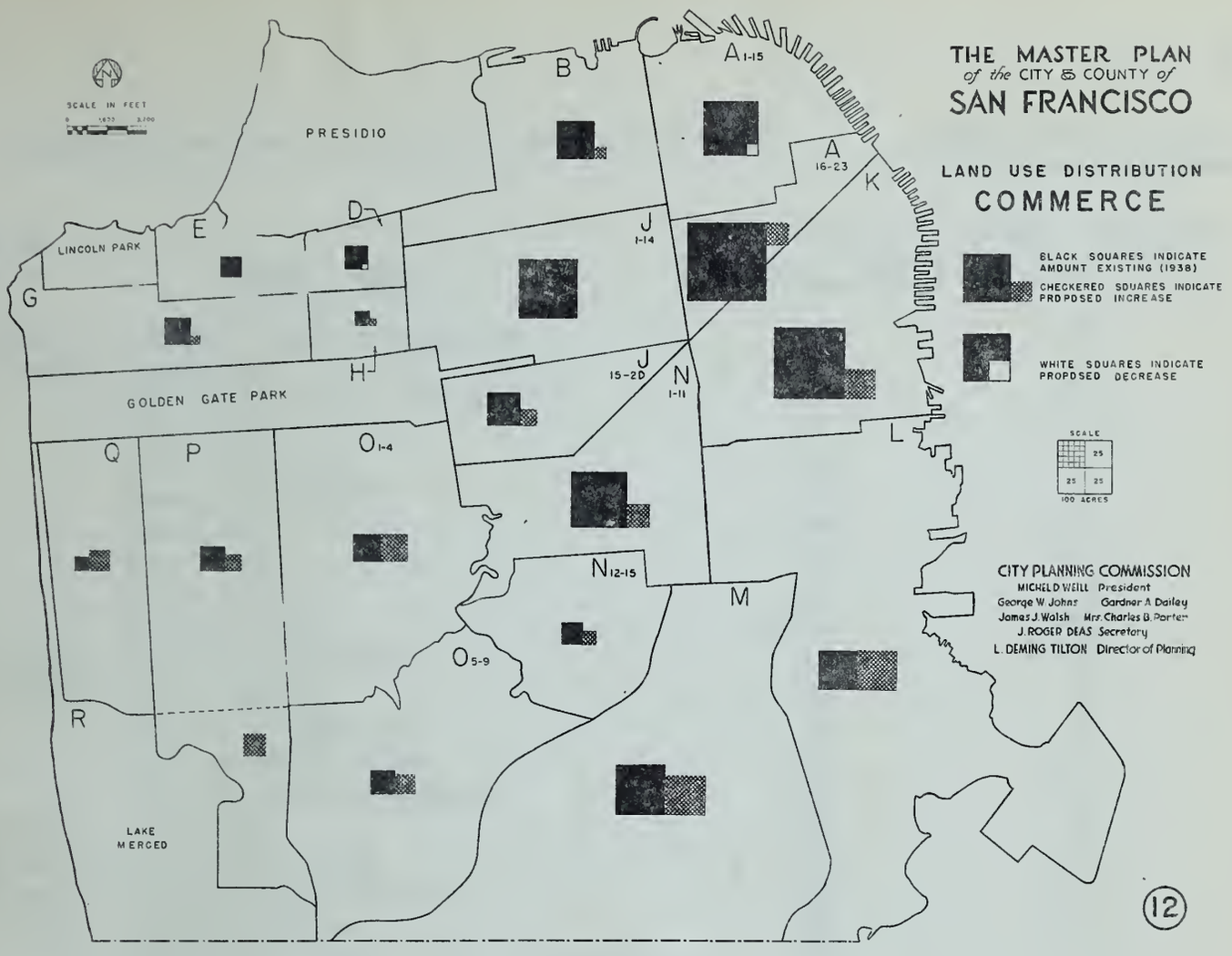
PLAN 13 which follows shows graphically the above distribution.

Light and heavy industrial uses are combined here, pending further detailed studies. The acreages given include about 350 acres used for railroad yards and rights-of-way. This would have to be increased if any new rail lines were brought into the city.

The reclamation of tidelands for industrial use, together with other increases proposed, will bring the ratio of industrial land to population well above the present figure. Tideland reclamation is strongly recommended as an essential project. The full details are shown in Section V.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THE MASTER PLAN
of the CITY & COUNTY of
SAN FRANCISCO
LAND USE DISTRIBUTION
COMMERCE
BLACK SQUARES INDICATE AMOUNT EXISTING (1938)
CHECKERED SQUARES INDICATE PROPOSED INCREASE
WHITE SQUARES INDICATE PROPOSED DECREASE
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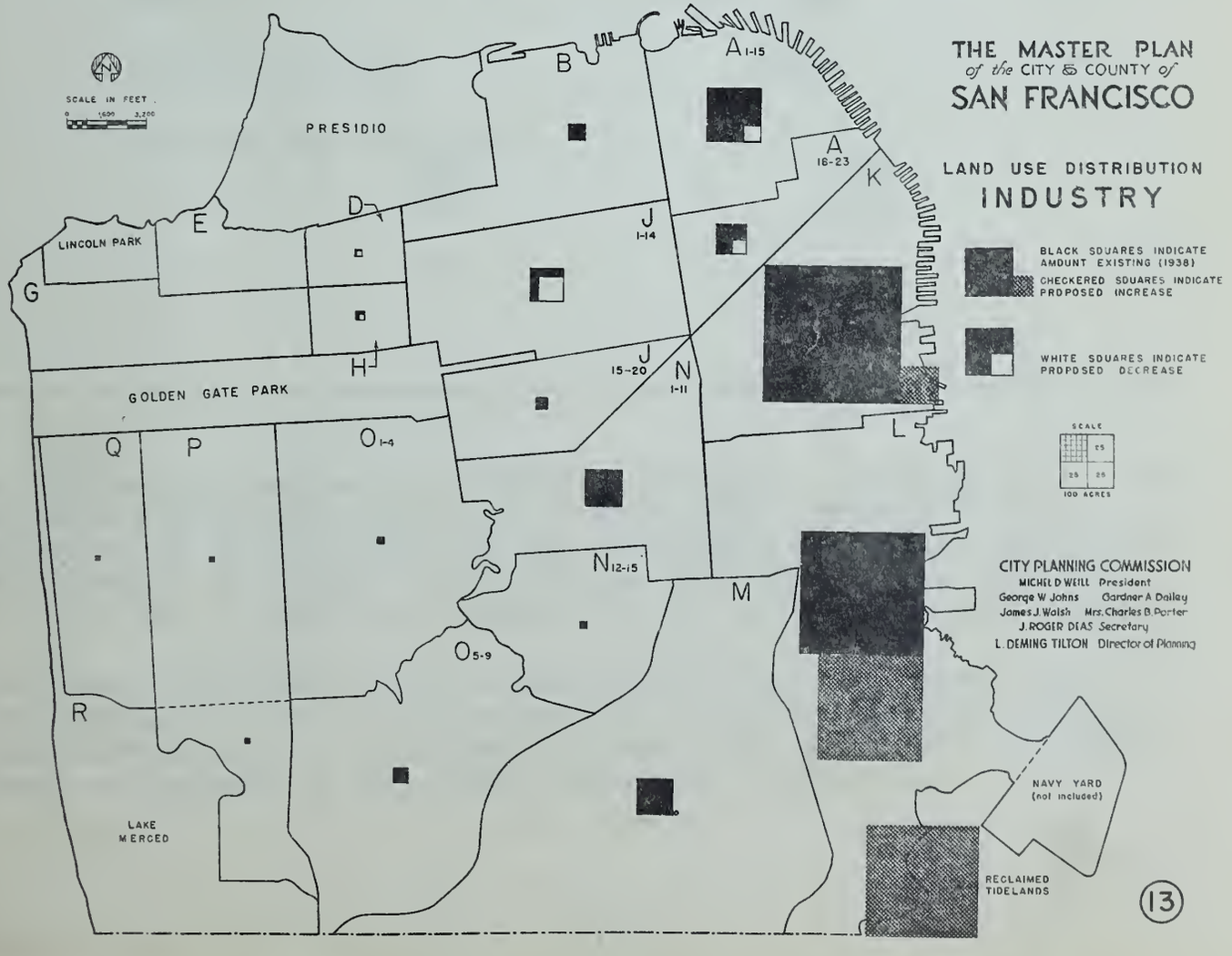
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NAVY YARD (not included)
RECLAIMED TIDELANDS
THE MASTER PLAN
of the CITY & COUNTY of
SAN FRANCISCO
LAND USE DISTRIBUTION
INDUSTRY
BLACK SQUARES INDICATE AMOUNT EXISTING (1938)
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13

Proposed General Distribution and Extent — RECREATIONAL USES

| Census Tracts | Study Area | Acres in Use (Survey, 1938) | Acres Proposed (Master Plan) |
|---|---|---|---|
| A (1-15) | North Beach-Chinatown | 46 | 63 |
| A (16-23) | Downtown | 10 | 15 |
| B | Marina-Pacific Heights | 103 | 115 |
| C | Presidio | 6 | 6 |
| D | Presidio East | 19 | 23 |
| E | Presidio West | 16 | 22 |
| F | Lincoln | 184 | 184 |
| G | Park West | 67 | 74 |
| H | Park East | 5 | 6 |
| I | Golden Gate | 1040 | 1040 |
| J (1-14) | Western Addition | 41 | 95 |
| J (15-20) | Buena Vista | 59 | 70 |
| K | South of Market | 22 | 39 |
| L | Potrero-Bay View | 65 | 161 |
| M | Visitacion-Excelsior | 371 | 580 |
| N (1-11) | Mission | 19 | 80 |
| N (12-15) | Noe-Glen Park | 21 | 37 |
| O (1-4) | Sunset-West Portal | 32 | 116 |
| O (5-9) | Ocean Avenue | 75 | 104 |
| P | Parkside (Por. No. of Sloat) | 80 | 120 |
| Q | Sunset | 21 | 47 |
| R | Merced (incl. "P" So. of Sloat) | 561 | 576 |
| | Totals for City | 2864 | 3573 |
| | Acreage per milcapita | | |
| | 1938 | 4.47 | |
| | 1945 | 3.46 | |
| | Plan | | 4.47 |

The proposed increases are sufficient only to keep pace with the increased population over that of 1938. But except for the completion of McLaren Park in the Visitacion-Excelsior District, the principal objective is to increse and improve the distric-bution of small parks and playgrounds in the residential areas.

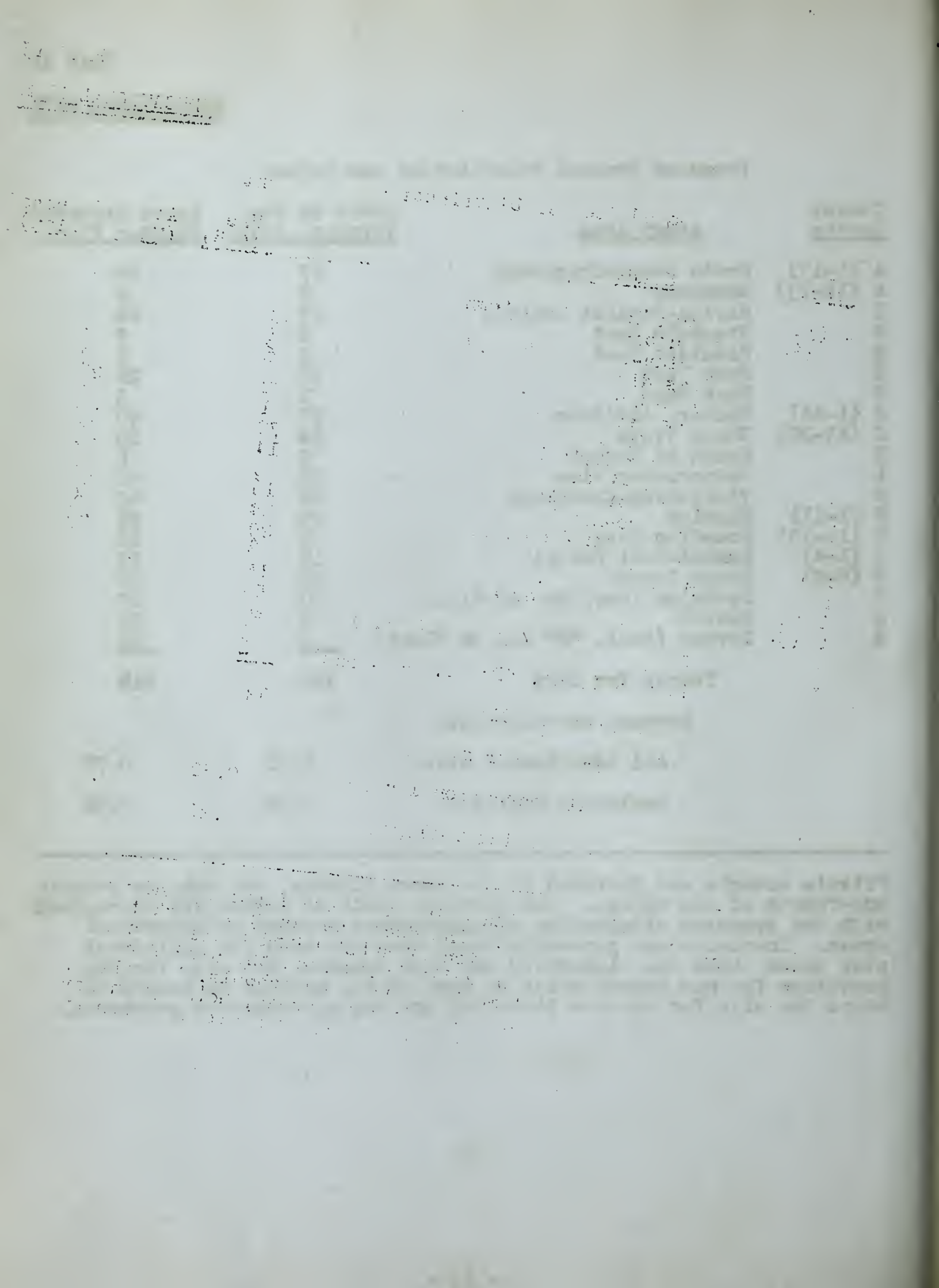
Significant privately owned recreational uses are taken into account, notably the 316 acres used for golf and country clubs in the Merced area. Playground areas which form part of school sites are included in the next table and on Plan 15.

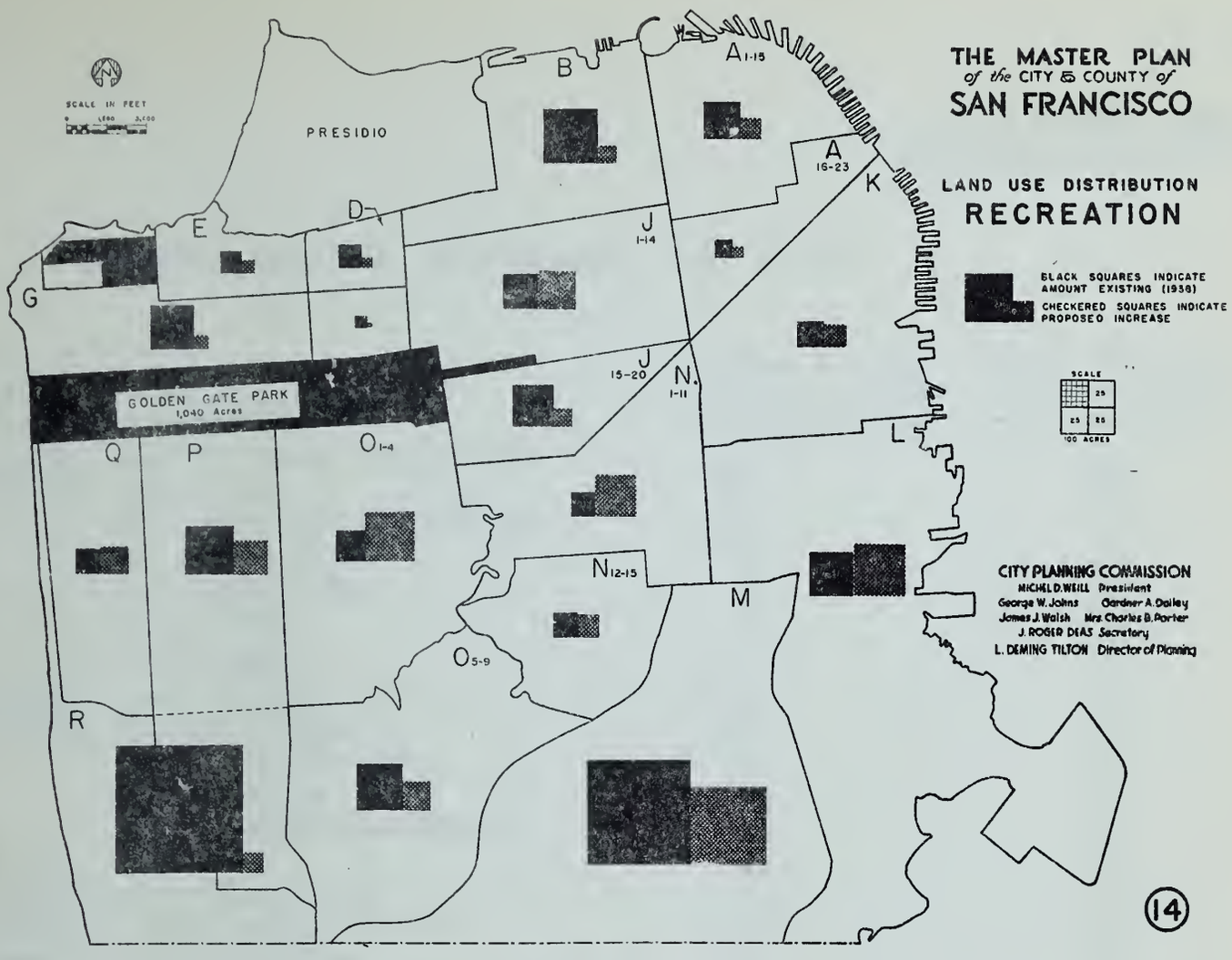
## EDUCATIONAL USES

Proposed General Distribution and Extent

| Census Tracts | Study Area | Acres in Use (Survey, 1938) | Acres Proposed (Master Plan) |
|---|---|---|---|
| A (1-15) | North Beach-Chinatown | 17 | 24 |
| A (16-23) | Downtown | 2 | 2 |
| B | Marina-Pacific Heights | 17 | 24 |
| D | Presidio East | 2 | 4 |
| E | Presidio West | 5 | 8 |
| G | Park West | 22 | 28 |
| H | Park East | 1 | 3 |
| J (1-14) | Western Addition | 70 | 90 |
| J (15-20) | Buena Vista | 14 | 28 |
| K | South of Market | 9 | 6 |
| L | Potrero-Bay View | 16 | 40 |
| M | Visitacion-Excelsior | 24 | 60 |
| N (1-11) | Mission | 29 | 40 |
| N (12-15) | Noe-Glen Park | 8 | 16 |
| O (1-4) | Sunset-West Portal | 15 | 33 |
| O (5-9) | Ocean Avenue | 55 | 80 |
| P | Parkside (Por. No. of Sloat) | 20 | 27 |
| Q | Sunset | 5 | 21 |
| R | Merced (incl. "P" So. of Sloat) | - | 80 |
| | Totals for City | 330 | 614 |
| | Acreage per milcapita | | |
| | All educational uses | 0.52 | 0.77 |
| | Excluding Colleges | 0.36 | 0.56 |

Private schools are included in the above figures, and make up roughly one-fourth of the totals. The decrease South of Market (K) corresponds with the proposed elimination of substandard housing in industrial areas. Increases are generally based upon the need for additional play space about the elementary and high schools, but also include provision for new school sites in some areas, notably in Merced (R) where the site for the new State College has already been purchased.






# THE MASTER PLAN
*of the* CITY & COUNTY *of*
# SAN FRANCISCO

## LAND USE DISTRIBUTION
## RECREATION

BLACK SQUARES INDICATE AMOUNT EXISTING (1938)
CHECKERED SQUARES INDICATE PROPOSED INCREASE

CITY PLANNING COMMISSION
MICHEL D. WEILL President
George W. Johns Gardner A. Dailey
James J. Walsh Mrs. Charles B. Porter
J. ROGER DEAS Secretary
L. DEMING TILTON Director of Planning

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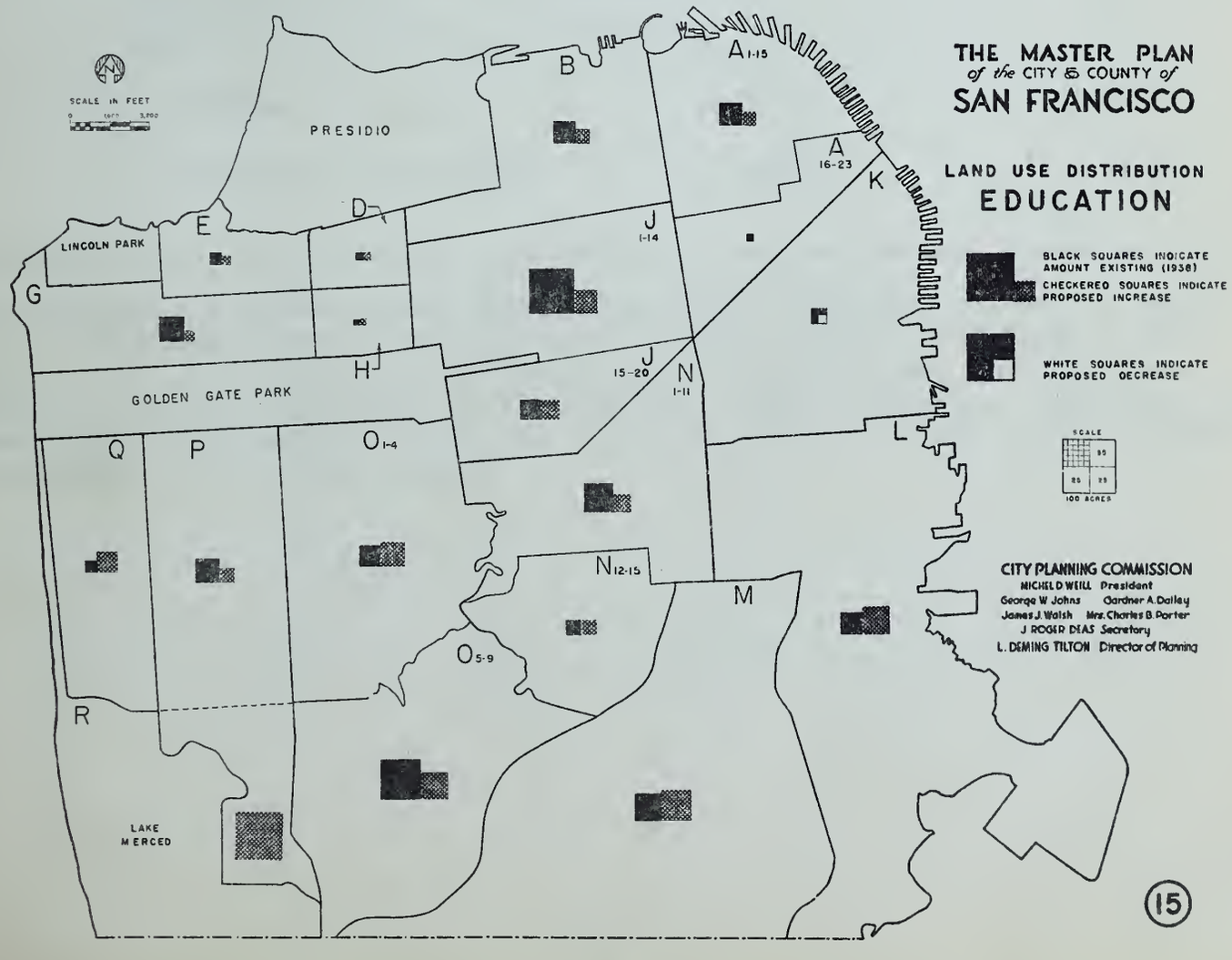


# THE MASTER PLAN
*of the* CITY & COUNTY *of*
# SAN FRANCISCO

## LAND USE DISTRIBUTION
## EDUCATION

BLACK SQUARES INDICATE AMOUNT EXISTING (1938)
CHECKERED SQUARES INDICATE PROPOSED INCREASE

WHITE SQUARES INDICATE PROPOSED DECREASE

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James J Walsh Mrs Charles B Porter
J ROGER DEAS Secretary
L DEMING TILTON Director of Planning

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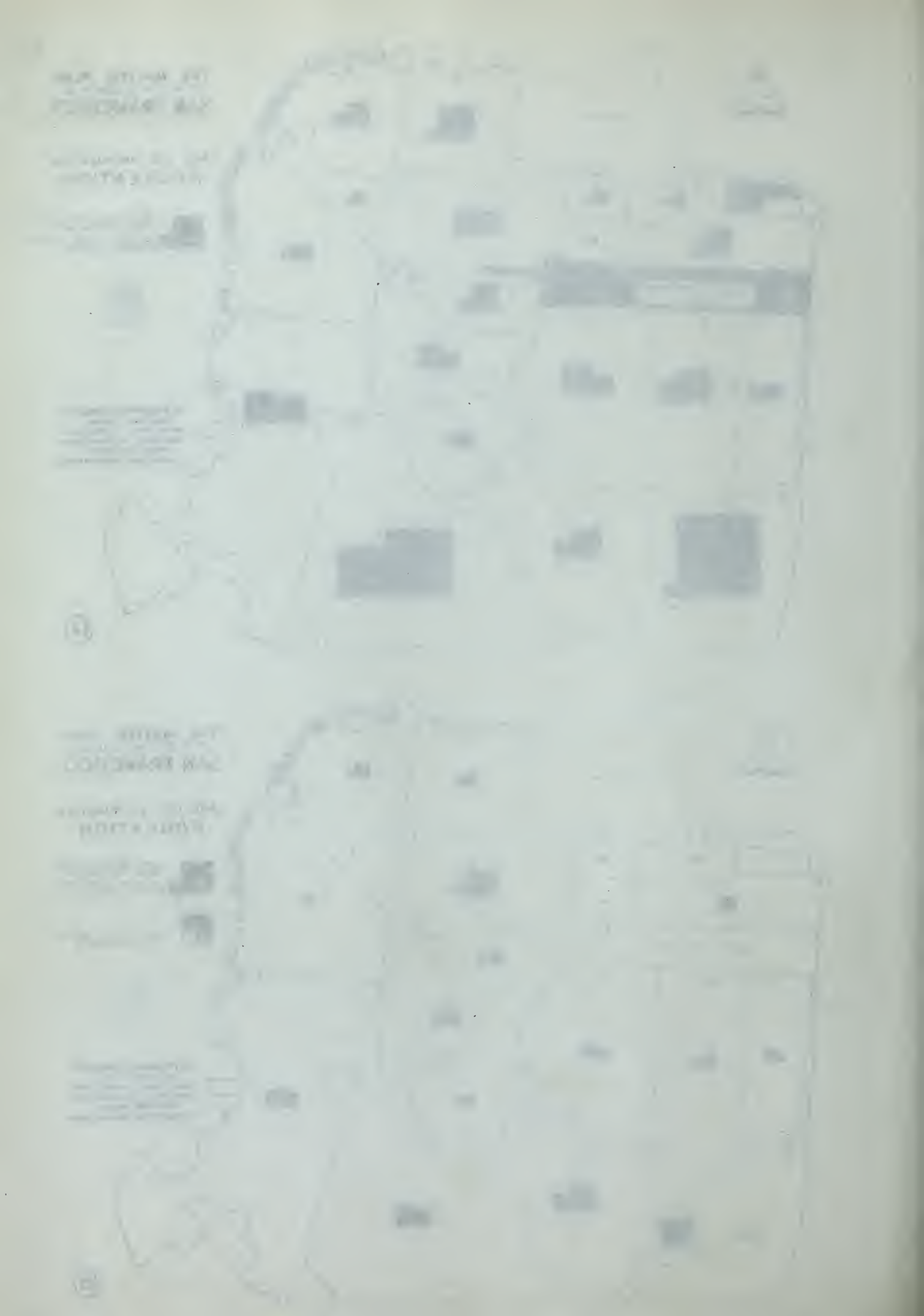

## INSTITUTIONAL USES

Proposed General Distribution and Extent

| Census Tracts | Study Area | Acres in Use (Survey, 1938 | Acres Proposed (Master Plan) |
|---|---|---|---|
| A (1-15) | North Beach-Chinatown | 14 | 16 |
| A (16-23 | Downtown | 25 | 28 |
| B | Marina-Pacific Heights | 15 | 16 |
| D | Presidio East | 12 | 12 |
| E | Presidio West | 3 | 3 |
| G | Park West | 2 | 2 |
| H | Park East | 5 | 5 |
| J (1-14) | Western Addition | 34 | 60 |
| J (15-20 | Buena Vista | 19 | 20 |
| K | South of Market | 15 | 15 |
| L | Potrero-Bay View | 38 | 58 |
| M | Visitacion-Excelsior | 45 | 50 |
| N (1-11 | Mission | 18 | 23 |
| N (12-15) | Noe-Glen Park | 2 | 12 |
| O (1-4) | Sunset-West Portal | 132 | 142 |
| O (5-9) | Ocean Avenue | 19 | 24 |
| P | Parkside (Por. No. of Sloat) | 18 | 18 |
| Q | Sunset | 1 | 1 |
| R | Merced (incl."P" So. of Sloat) | - | 8 |
| | Totals for City | 416 | 513 |
| | Acres per milcapita | 0.65 | 0.64 |

This category includes churches, hospitals, museums and all types of public buildings except schools and public utility buildings. Increases are generally proportioned to population, but contemplate certain projects included in the public works program. Allowance is made in the Western Addition for some expansion of the Civic Center area, west of Van Ness Avenue

## UTILITIES

Proposed General Distribution and Extent

| Census Tracts | Study Area | Acres in Use (Survey, 1938) | Acres Proposed (Master Plan) |
|---|---|---|---|
| A ( 1-15) | North Beach-Chinatown | 12 | 16 |
| E | Presidio West | 4 | 4 |
| J ( 1-14) | Western Addition | 9 | 9 |
| J (15-20) | Buena Vista | 2 | 2 |
| K | South of Market | 27 | 55 |
| L | Potrero-Bay View | 6 | 40 |
| M | Visitacion-Excelsior | 46 | 50 |
| N ( 1-11) | Mission | 17 | 27 |
| N (12-15) | Noe-Glen Park | 1 | 10 |
| O ( 1- 4) | Sunset-West Portal | 99 | 105 |
| O ( 5- 9) | Ocean Avenue | 5 | 5 |
| P | Parkside (Por. No. of Sloat) | 34 | 34 |
| R | Merced(incl. "P" So. of Sloat) | 598(2) | 599 |
| | Totals for City(1) | 860 | 956 |
| | (excluding Lake Merced, etc.) | 273 | 369 |
| | Acres per milcapita (excluding Lake Merced, etc.) | 0.43 | 0.46 |

(1) Includes water, power and fuel supply; sanitation; terminals; broadcasting stations, and similar uses.

(2) Lake Merced and adjacent water lands (587 acres) included here.

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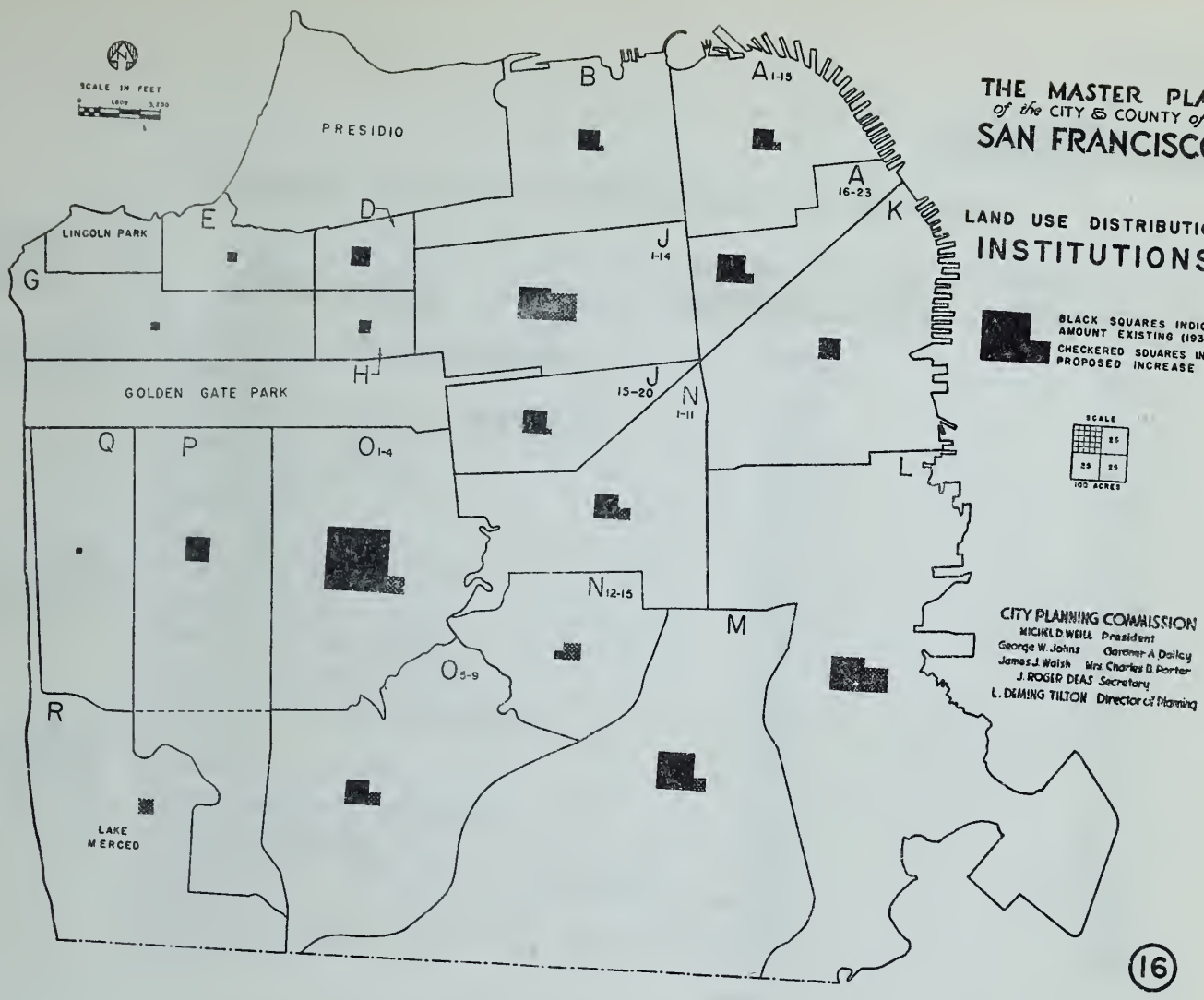
Areas in which this use requires less than one acre have been omitted from the table. The proposed additions in Census District K are based partly upon needs for terminals related to the Freeways and the Bay Bridge. Other increases are related to the availability of land and space needs for projects in the public works program.

The area of Lake Merced and adjacent water lands was not included in calculating the ratio of this use to population, for obvious reasons. But it is noteworthy that these lands, while not strictly a part of the urban picture, do have in addition to their function as a part of the city's water supply system, a considerable amount of recreational value. This has been taken into account in planning recreational needs, although not specifically included in the tabulation of recreational areas.


SCALE IN FEET
0 1600 3200
PRESIDIO
B
A 1-15
A 16-23
K
D
E
LINCOLN PARK
G
J 1-14
H
GOLDEN GATE PARK
J 15-20
N 1-11
Q
P
O 1-4
L
N 12-15
M
O 5-9
R
LAKE MERCED
THE MASTER PLAN
of the CITY & COUNTY of
SAN FRANCISCO
LAND USE DISTRIBUTION
INSTITUTIONS
BLACK SQUARES INDICATE AMOUNT EXISTING (1938)
CHECKERED SQUARES INDICATE PROPOSED INCREASE
SCALE
25
25
25
100 ACRES
CITY PLANNING COMMISSION
MICHEL D. WEILL President
George W. Johns
Gardner A. Dailey
James J. Walsh
Mrs. Charles D. Porter
J. ROGER DEAS Secretary
L. DEMING TILTON Director of Planning

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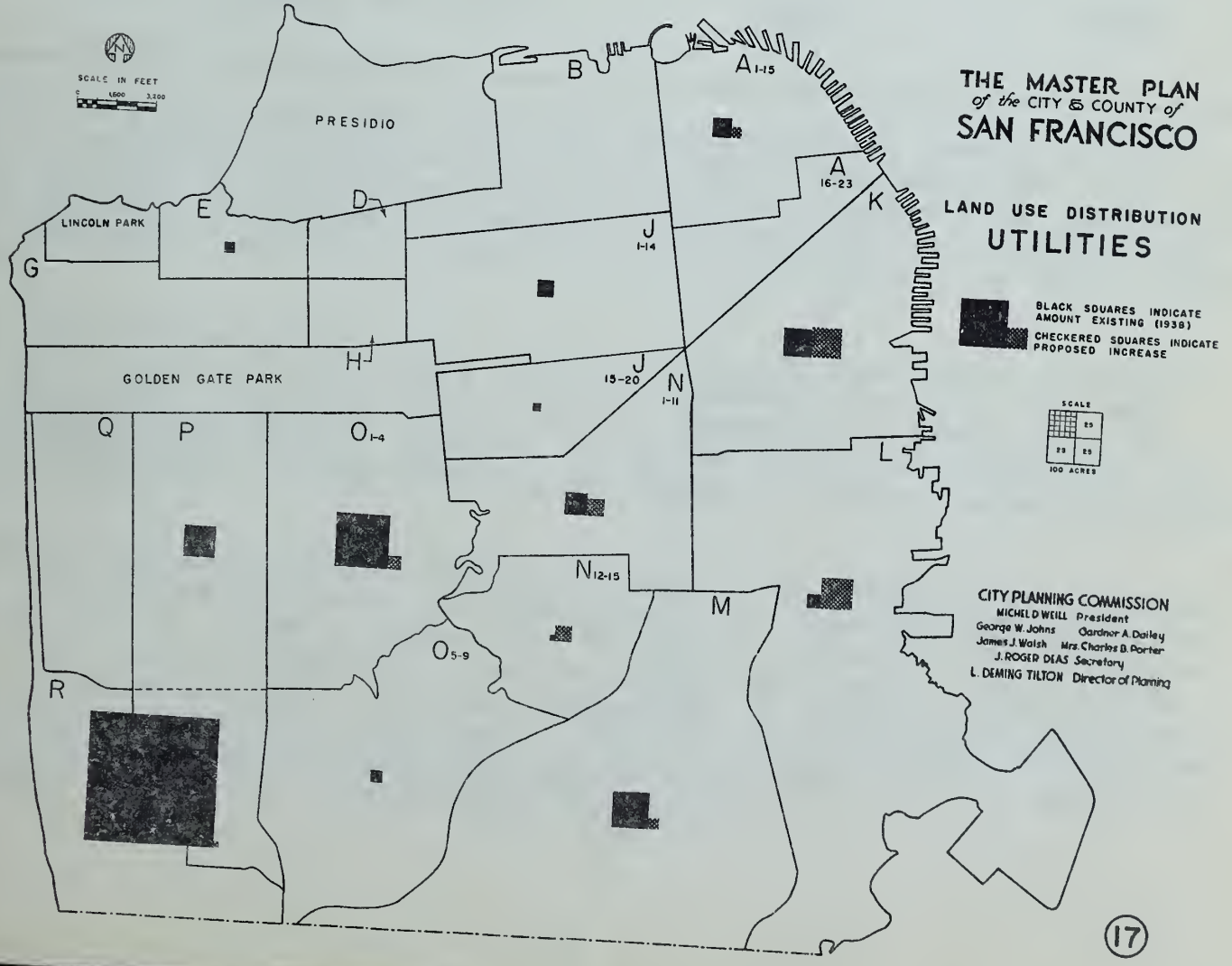

SCALE IN FEET
0 1600 3200
PRESIDIO
B
A 1-15
A 16-23
K
D
E
LINCOLN PARK
G
J 1-14
H
GOLDEN GATE PARK
J 15-20
N 1-11
Q
P
O 1-4
L
N 12-15
M
O 5-9
R
THE MASTER PLAN
of the CITY & COUNTY of
SAN FRANCISCO
LAND USE DISTRIBUTION
UTILITIES
BLACK SQUARES INDICATE AMOUNT EXISTING (1938)
CHECKERED SQUARES INDICATE PROPOSED INCREASE
SCALE
25
25
25
100 ACRES
CITY PLANNING COMMISSION
MICHEL D WEILL President
George W. Johns
Gardner A. Dailey
James J. Walsh
Mrs. Charles D. Porter
J. ROGER DEAS Secretary
L. DEMING TILTON Director of Planning

17

## RESIDENTIAL USES

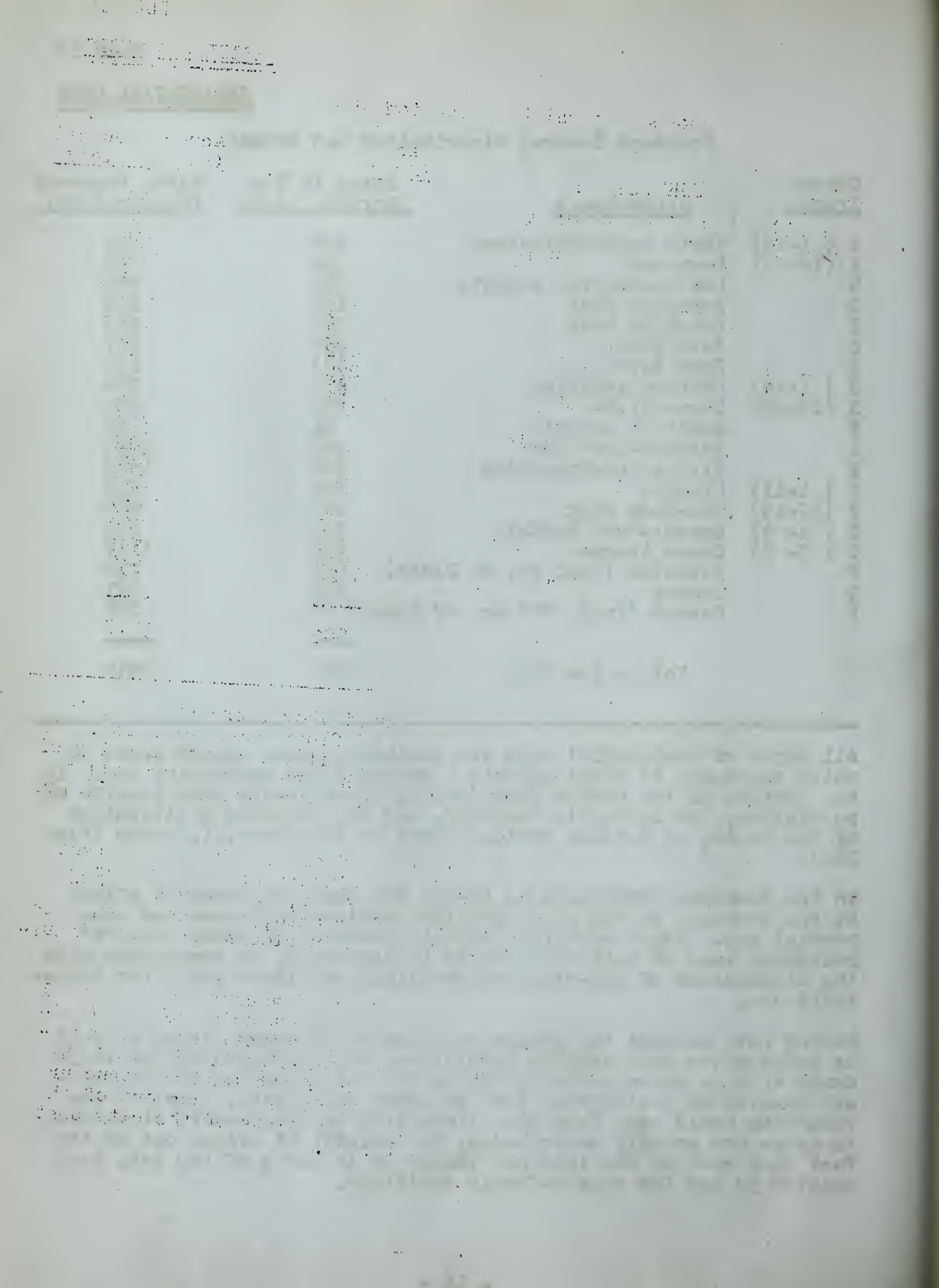
### Proposed General Distribution and Extent

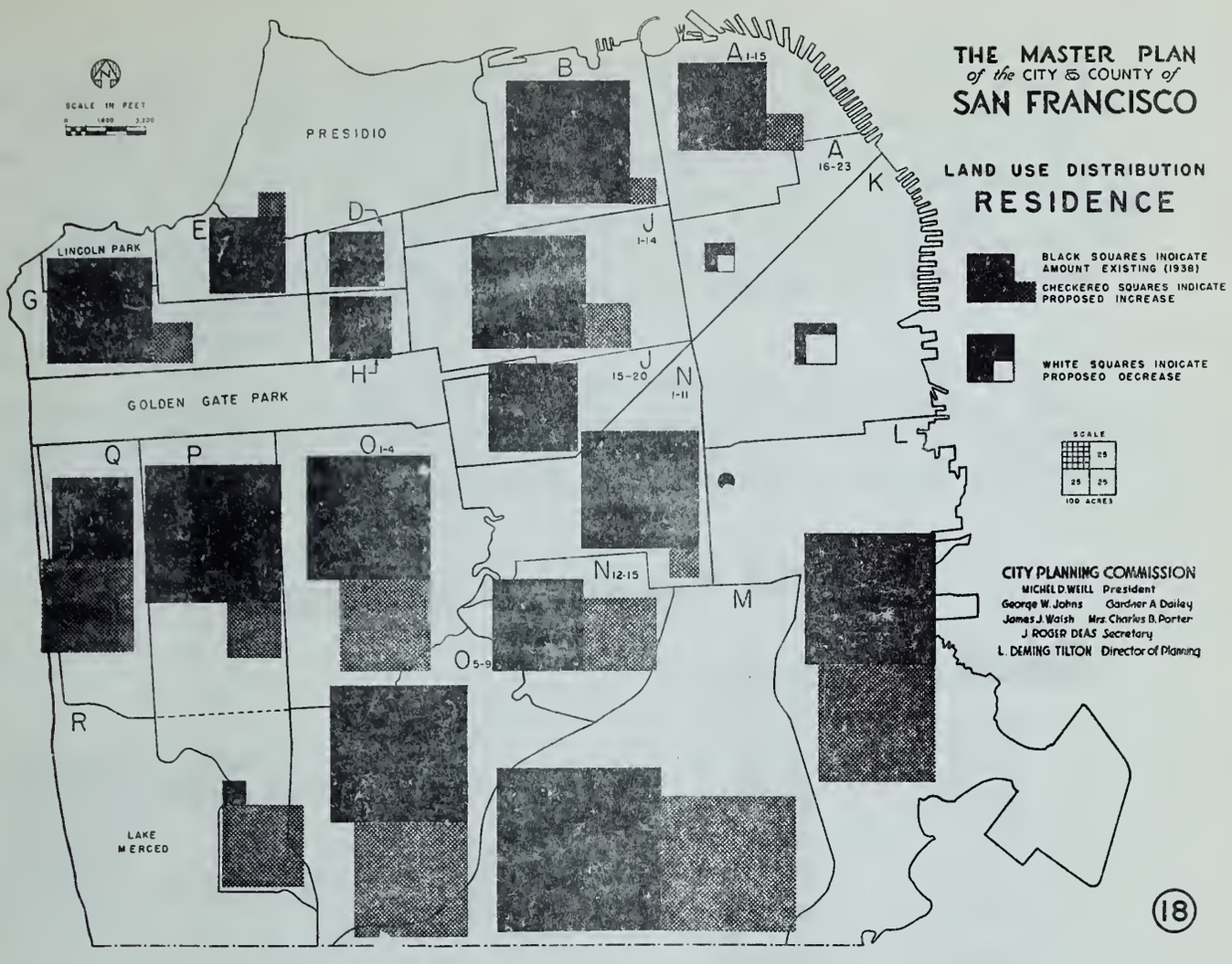
| Census Tracts | Study Areas | Acres in Use (Survey, 1938) | Acres Proposed (Master Plan) |
|---|---|---|---|
| A ( 1-15) | North Beach-Chinatown | 274 | 323 |
| A (16-23) | Downtown | 30 | 20 |
| B | Marina-Pacific Heights | 533 | 555 |
| D | Presidio East | 106 | 105 |
| E | Presidio West | 202 | 225 |
| G | Park West | 389 | 447 |
| H | Park East | 133 | 133 |
| J ( 1-14) | Western Addition | 452 | 524 |
| J (15-20) | Buena Vista | 279 | 279 |
| K | South of Market | 61 | 28 |
| L | Potrero-Bay View | 597 | 1083 |
| M | Visitacion-Excelsior | 946 | 1589 |
| N ( 1-11) | Mission | 482 | 512 |
| N (12-15) | Noe-Glen Park | 290 | 479 |
| O ( 1- 4) | Sunset-West Portal | 539 | 829 |
| O ( 5- 9) | Ocean Avenue | 660 | 1117 |
| P | Parkside (Por. No. of Sloat) | 656 | 760 |
| Q | Sunset | 233 | 551 |
| R | Merced (incl. "P" So. of Sloat) | 20 | 258 |
| | Totals for City | 6882 | 9817 |

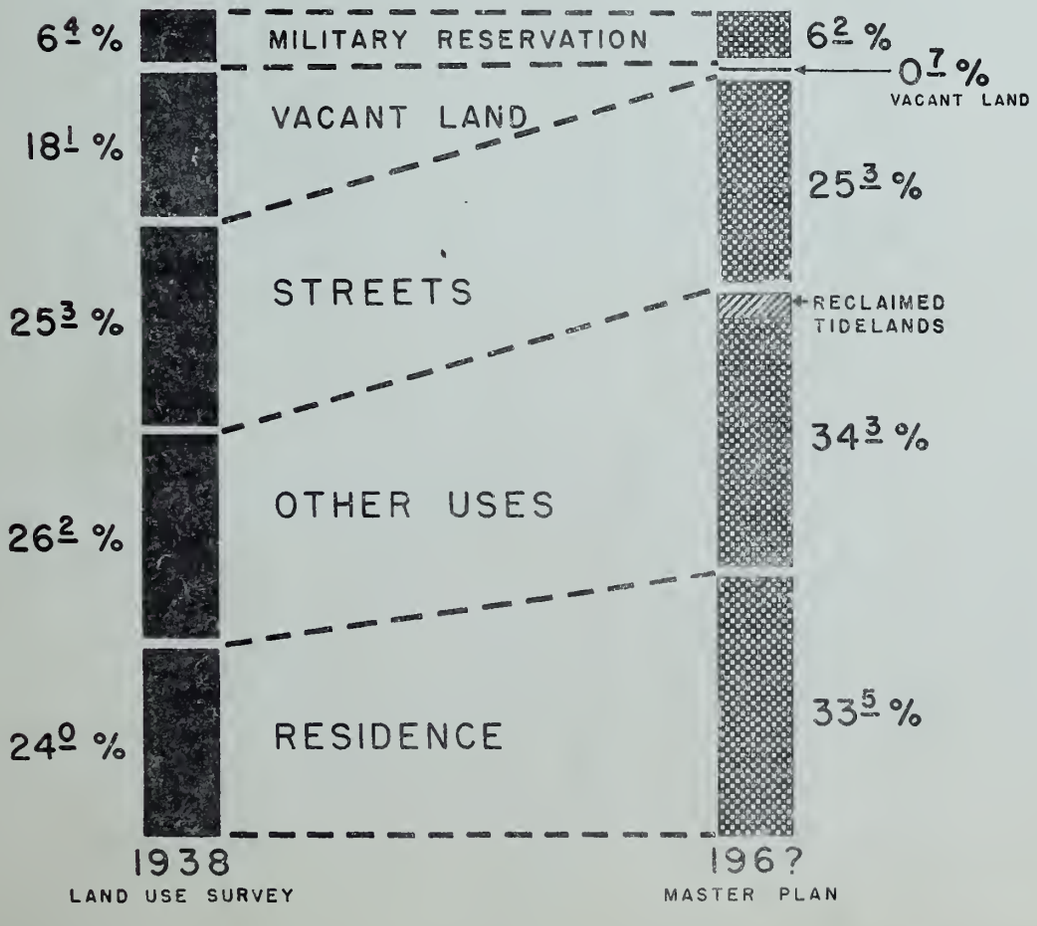
All types of residential uses are included above, except areas in which residence is combined with a ground floor commercial use. In the Section of the Master Plan dealing specifically with density of population, the latter is included, and the proposed distribution of the whole, as between various types of structure, is given (Plan 28A)

In the Downtown study area (A 16-23) the decrease shown is offset by the increase in the area used for combined residence and commercial use. South of Market Street, however, in study area "K" residence land of both types is to be decreased, in connection with the elimination of sub-standard dwellings in blocks zoned for industrial use.

Taking into account the proper development of vacant areas as well as prospective increases in population, the extension of the residence area as shown provides for an overall reduction of the average density on residential land of about one-eighth. Part of the reduction would come from the elimination of substandard structures in areas now notably overcrowded, but chiefly it arises out of the fact that most of the land now vacant is in parts of the city best adapted to use for single-family dwellings.






THE MASTER PLAN of the CITY & COUNTY of SAN FRANCISCO

DISTRIBUTION OF LAND USES

CITY PLANNING COMMISSION
MICHEL D. WEILL President
George W. Johns Gardner A. Dailey
James J. Walsh Mrs. Charles B. Porter
J. ROGER DEAS Secretary
L. DEMING TILTON Director of Planning

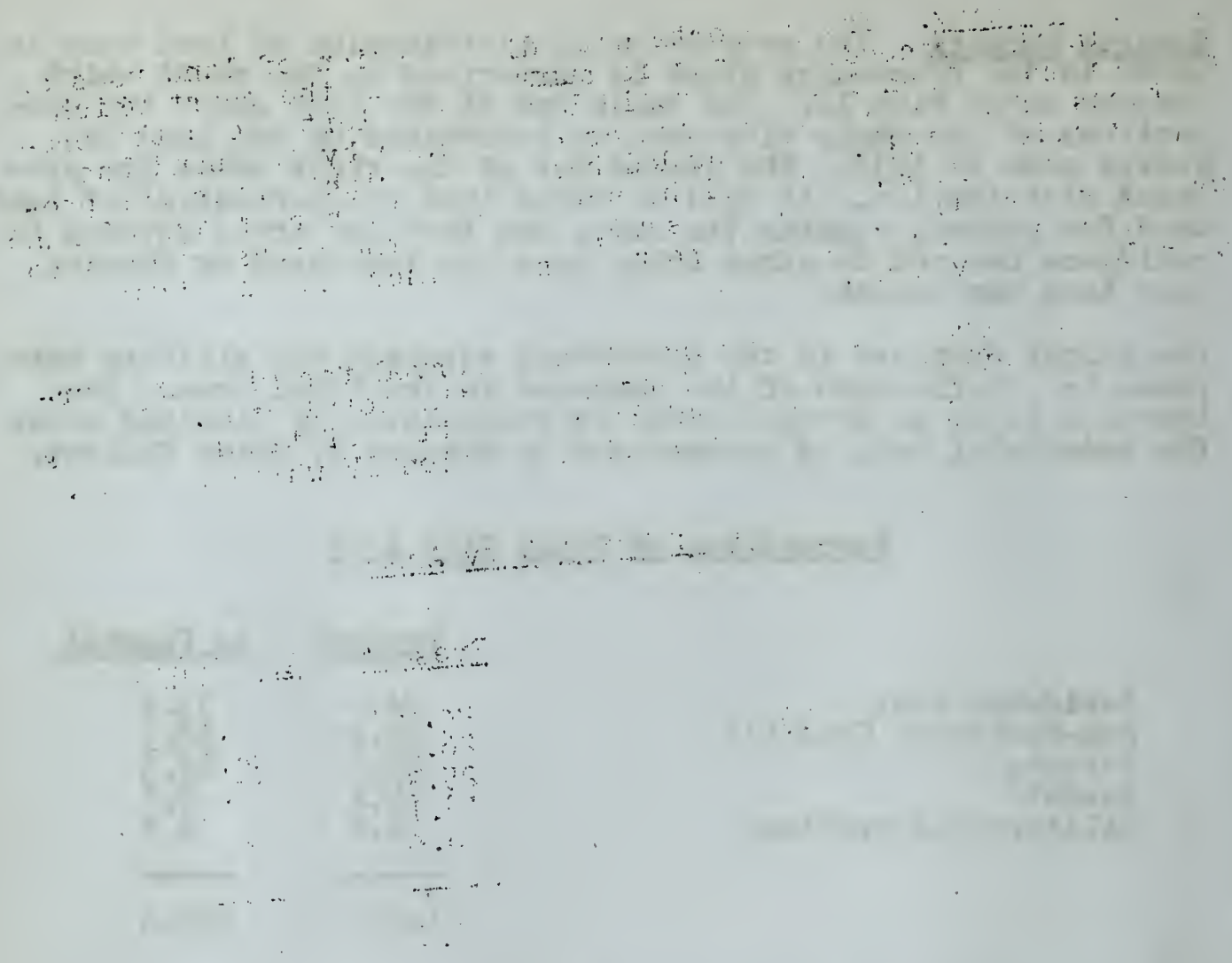
General Summary. The proportionate distribution of land uses as shown in the preceeding plans is summarized in the chart which appears under Plan 18. The solid bar at the left shows the proportions of the whole city area as determined by the Land Use Survey made in 1938. The shaded bar at the right shows the proposed distribution. It will be noted that the percentage of land used for streets remains the same, and that the areas devoted to residence use and to other urban uses are increased by drawing upon land now vacant.

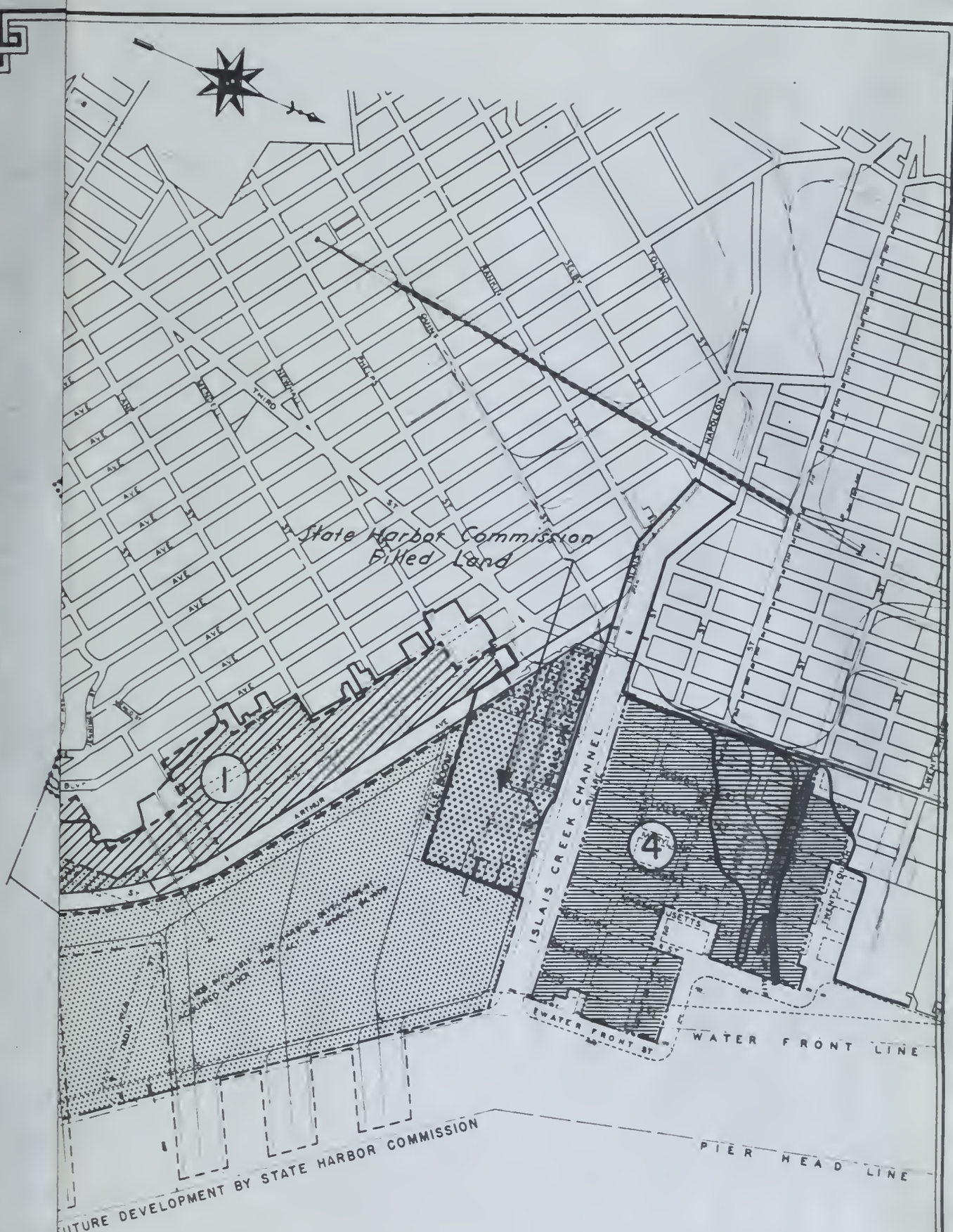
The slight decrease in the percentage reserved for military purposes is a reflection of the increase in the total area. The increase is to be brought about by reclamation of tideland areas for industrial use, as recommended in Section IV which follows.

Percentages of Total City Area

| | Present | As Planned |
|---|---|---|
| Residence Uses | 24.0 | 33.5 |
| Non-Residence Uses (1) | 26.2 | 34.3 |
| Streets | 25.3 | 25.3 |
| Vacant | 18.1 | 0.7 |
| Military Reservations | 6.4 | 6.2 |
| | 100.0 | 100.0 |

(1) Includes U. S. Navy Yard






SCO CITY PLANNING COMMISSION

# TIDELAND RECLAMATION

0 500 1,000 1,500 2,000 FEET

MAY 31, 1945

19

State Harbor Commission Filled Land

ISLAIS CREEK CHANNEL

WATER FRONT LINE

PIER HEAD LINE

FUTURE DEVELOPMENT BY STATE HARBOR COMMISSION

PIER HEAD LINE

LEGEND

- AREA TO BE FILLED
- MARGINAL FREEWAY
- STATE PROPERTY
- PRESENT NAVY PROPERTY
- PROPOSED EXTENSION OF NAVY PROPERTY
- WESTERN PACIFIC PROPERTY
- FILLED PORTION OF WESTERN PACIFIC PROPERTY
- PRESENT SHORELINE
- (2) PROJECT NUMBER

SAN FRANCISCO CITY PLANNING COMMISSION

# PROPOSED TIDELAND RECLAMATION

# TIDELAND RECLAMATION

The land area of San Francisco is only 44.3 square miles. Its growth to date has absorbed practically all the usable space. By 1937 the unused area had dropped to 5, 172 acres, or 19.6 percent of the total area. Since 1937 this picture of vacancy has changed radically. The amount of space presently unused is much smaller and consists almost entirely of steep, rugged slopes, shifting sand dunes, and unfilled tidelands.

Few cities are as restricted as San Francisco in land area and available industrial sites. In other cities, new acreage generally can be found on the outskirts of the community. Here no large close-in units of industrial property can be found. But they can be created by filling tidelands. When the last of these tideland areas has been reclaimed, new industries can be accommodated only by rebuilding upon old residential or other sites.

The filling of tidelands in San Francisco is in effect the replenishment of a badly depleted stock of usuable industrial land. Because of the far-sighted placement of harbor lines, the opportunity exists to create new, level acreage close to the heart of the city and accessible to rail, highway and harbor facilities. Projects of this type, therefore, belong in the Master Plan of San Francisco. There are public needs which could be met as soon as such space becomes available, and private uses would soon absorb the balance. The reclaimed tidelands would be an invaluable adjunct of redevelopment. During the settlement period, the land could serve for temporary housing.

The past experience of the City in the filling of tidelands has been generally favorable. A review of the costs of creating new land in the Marina, the Islais Creek area, and the value now existing in these areas was presented in detail in the Preliminary Report on Shoreline Development, published by the City Planning Commission in 1943. In that report the Commission recommended that a survey of postwar industrial needs be undertaken as a basis for the development of a sound program of tideland reclamation.

Opportunities for Tideland Development. Along the entire shore line of San Francisco there are today only a few tideland areas available for filling and subsequent development. The following areas can be identified and are shown on maps and charts in the Shoreline Development Report previously mentioned:

(a) An area perhaps 75 acres, off Crissey Field in the Presidio, the filling and improvement of which would be subject to the approval of the War Department. This project would have great value in the development of a round-the-city pleasure dirve, as outlined in the Shoreline Report.

(b) A small area along the Marina, under the jurisdiction of the Park Department, representing about 5 acres.

Neither of these two parcels would be zoned for industrial uses.

(c) Certain small parcels lying inside the harbor line south of the Channel, the total area comprising 40 acres more or less. These parcels are isolated to such an extent as to make them unsuitable for reclamation.

(d) An area containing approximately 75 acres immediately north of Islais Creek, owned by the Western Pacific Railroad Company.

(e) A large area containing approximately 380 acres, including 80 acres of the presently undeveloped India Basin, lying between Islais Creek and the Hunters Point Navy Yard. Approximately 220 acres are under the jurisdiction of the State Harbor Commission; the balance is largely private property in many ownerships.

(f) A large area south of Hunters Point and embracing approximately 779 acres, including 129 acres of undeveloped South Basin and the related channel.

Proposed Reclamation Projects. Not all the above areas, however, are of equal importance, or worthy of immediate consideration. The possibility of purchase by the Navy removes a large part of the tract south of Hunters Point from present consideration. The areas deserving note and the specific projects into which they have been set up for reference and further action are shown in Plan 19.

Project No. 1 includes 172 acres of the large tideland tract north of Hunters Point. The policy of the State Harbor Commission seems to favor a piecemeal filling of the area under its jurisdiction, so the 220-acre State tract is omitted from the project, except for the bordering street and a small corner of India Basin crossed by the right-of-way of the proposed Marginal Freeway.

Project No. 2 includes 96 acres crossed by the proposed Marginal Freeway between Hunters Point and Candlestick Point and lying between the proposed Navy purchase and the present shoreline.

Project No. 3 represents a small area below Candlestick Point, which may be filled when the Marginal Freeway is constructed, or as part of a large area proposed for eventual reclamation by San Mateo County. It contains only about 18 acres.

The property designated as No. 4 is owned by the Western Pacific Railroad Company, and is now being reclaimed. The single ownership and the filling policy now in effect remove the necessity for public action in this area.

The Planning Commission regards Projects 1 and 2 as important because of their relationship to the Marginal Freeway. The filling of the tidelands would provide right-of-way for the new thoroughfare, which in turn would give access to the new industrial sites created by the fill.

There are many legal and engineering difficulties to be overcome in the reclamation of tidelands. Some economic problems are also encountered.

It may seem that the costs are high, limiting the use of the newly created land, since the purchasers would be required to provide streets and utilities, and to use piling for foundations of permanent buildings.

These costs will be borne by interests seeking the advantages of a location in San Francisco. There are cheaper sites elsewhere, but such land cannot compete with waterfront industrial areas so close to the heart of San Francisco. Certain types of industries want space near utilities, an ample supply of labor, good transportation, and a large consuming market. There will be concerns seeking locations with such advantages. It must be assumed that San Francisco is aggressively determined to bring them here. These reclaimed tidelands will have their own appeal to such interests, but only if they are in existence as dry usable property. The tidelands are practically worthless in their present condition.

Recommended Program. The Planning Commission includes tideland reclamation projects in the Master Plan because they would provide employment at standard wages, permit use of machinery, and produce tangible values, usable property and new facilities from which assured economic and social dividends would flow. State laws exist which may provide matching funds for shoreline development. New urban redevelopment legislation is now available and may be used for the assembly of scattered ownerships. The Federal Government, because of its large investments at the Navy Yard, is certain to be interested, and may contribute in various ways to make reclamation projects possible and reduce costs.

Project No. 1 is of first importance. Except for the acquisition of the property involved, Project No. 2 can be deferred pending further development of the Navy Yard. Project No. 3 is directly related to the Marginal Freeway and can be incorporated in some later program.

The necessary engineering surveys and investigations for this program should be undertaken at once. These investigations may show the desirability of immediate acquisition of the land so that advantage may be taken of any fill material that becomes available. If title of the land is in public hands, the land may be sold as it is reclaimed.

# PROGRAM AND PROCEDURE

The studies presented herewith, shown as tables and Plans 12 to 18 inclusive, constitute the quantitative proposals of the Land Use Plan. The adoption of this report gives official status to the general conclusions, which may be summarized as follows:

1. Adequate space for business and industrial activities and for improved living conditions can be secured by the processes of planning in San Francisco. Provision for increased efficiency of operations and for better living for a stable population rather than growth in numbers are the objectives of the Land Use Plan.

2. The amount of land needed for commercial purposes can be safely based upon the ratio of such uses to the population as found in the Land Use Survey (1938); increases should be proportional to population increases, outside the downtown area.

   a) In the redevelopment of blighted areas the dispersion of small shops may be corrected and new, well-proportioned business centers established.

   b) Off-street parking areas should be provided in all new commercial development.

3. Additional land for industrial use is needed now; and the increase in this category should be such as to provide about 1/3 more land in proportion to population than is presently available.

   a) Removal of substandard residential uses in areas zoned for industry is desirable.

   b) Tideland reclamation which could add from 500 to 1000 acres of industrial area, depending upon the policies of the Navy, is strongly recommended.

   c) Minor industrial uses scattered through residential areas are to be discouraged, and removed where possible through redevelopment to suitable districts. Reclaimed tidelands would facilitate such shifts of use.

4. Land now in educational use is inadequate in amount, particularly as to elementary and high school sites. Every effort should be made to provide for larger sites. Every public and private school should provide adequate play space adapted to full-time recreational use by the neighborhood. An increase of about 50% in the per capita amount of land for elementary and high schools is reasonably attainable. All educational uses if brought up to standard would require less than a square mile of the total area of the city.

5. As to recreational uses, the standard adopted by national authorities calls for about 5 acres of land for each 1000 persons. At the present time, San Francisco has about 3.5 acres per 1000 persons of its wartime population. Provision of enough additional space for recreational use to provide at least 4.5 acres per thousand is desirable. This is 200 square feet per capita.

   a) The early completion of the land purchases for McLaren Park is recommended.

   b) The great need is for more widely distributed small playgrounds and minor open spaces. Adequate play areas must be provided for each age group within the appropriate walking distances which apply. The ratio of such uses to population should be increased materially, and new sites should be selected with proper relation to existing playgrounds and to the residence areas.

6. As population increases, the land set aside for each of the uses mentioned above must be increased as indicated. Hence the amount of land remaining for residential use within the present city limits is correspondingly diminished, unless vacant land can be brought into use. It is therefore proposed that full use of vacant areas be encouraged and facilitated.

   a) Single-family districts, however, should be protected against the pressure of speculative building. The whole of San Francisco does not have to be opened for flats and apartments.

   b) Increases in the density of population in multiple residence areas can be tolerated, but only when provided for in improved building designs and open space patterns.

   c) Distinction should be made between multiple dwellings of the smaller types, such as 2, 3 and 4-family buildings, and larger structures. Areas in the amounts required should be set aside for each.

   d) Revisions of the zoning ordinance to provide for different regulations as to height, rooms per acre, and site coverage for each category of residence are contemplated.

7. The distribution throughout the city of the amounts of land needed in each category of use is necessarily tentative and subject to revision. That shown on the plans is based, for each study area, upon

   a) present uses, and the amount of undeveloped land,
   b) The prospective population to be served,
   c) the degree of stability of existing development,
   d) specific proposals adopted in other sections of the Master Plan,

e) evident opportunities for improvement of standards,
f) the presence of any marked deficiencies.

The program of action, based upon the findings and conclusions to this point, contemplates the following steps:

I. Comprehensive revision of the zoning ordinance governing the uses of private property throughout the city, including

a) rewriting the text of the ordinance to provide, among other things,

1. adequate and properly distributed open spaces in residential areas
2. off-street parking areas in commercial and apartment districts
3. proper control of building heights on slopes commanding views
4. better groupings of land use types
5. a larger measure of architectural control
6. more satisfactory relationship with building code

b) reconsideration of district boundaries to provide,

1. more logical distribution of commercial areas
2. increases of industrial space

c) establishment of modern procedures for administration and variance.

II. Adoption of an ordinance establishing new standards for the subdivision of land, including suitable lot size restrictions and other controls relating to the Master Plan.

III. Progressive development of studies of blighted areas and plans for the redevelopment and rehabilitation of such areas, as provided in the Community Redevelopment Act. The details of this procedure are covered in another section of the Master Plan, a report entitled "The Redevelopment of Blighted Areas."

# PART B

# EXISTING AND PROPOSED PUBLIC LAND USES

VI

# S P A C E  N E E D S  F O R  P U B L I C  P U R P O S E S

The demands of public agencies for land, as has been shown, increase as business activity expands and population grows. The space needs of the community are rarely met as they should be: Few American cities can show an arrangement of schools, parks, playgrounds, streets, hospitals and other public areas that is at once adequate in size or capacity, and properly balanced as to load, or demand.

This general observation is true of San Francisco, although it must be said in all fairness that our deficiencies are not as critical in some categories as those of other West Coast cities. It is the purpose here mainly to note that considerable land in this city is yet to be taken for public purposes. Among all the public uses, hospitals alone seem to be well supplied with space.(1) There are notable deficiencies in schools, playgrounds, community centers, freeways and parking areas: Sewage treatment plants and the Civic Center will require space, and so will a war memorial, a central terminal, and landing space for planes, if such areas can be found.

The methods by which areas for public facilities have been chosen and acquired in the past have been unsystematic; municipal policy has generally favored haphazard, piecemeal operations. The space needs of departments, with the exception of health and utilities, have rarely been stated in terms of a far-sighed community plan. The economies of timely land purchase, as a matter of fact, cannot be secured without a general plan.

An effort was made by the Planning Commission, in its reports on Postwar Public Improvements issued in 1944, to direct official attention to the advantages of a far-sighted policy with respect to public improvements. The proper sequence of action in practically all cases where new construction is involved is as follows:

A - Plan Making and Programming

1. Preparation of general community plan and preliminary estimates of cost.
2. Determination of project priorities.
3. Completion of detailed engineering or working plans for top-priority projects, to the extent of available funds.
4. Selection of projects for financing and construction.
5. Submission of bond issues or provision of funds from other sources.

---

(1) See Health Service Areas, Public Health Bulletin No. 292, U. S. Public Health Service, 1945.

B - Land Acquisition

6. Acquisition or reservation of sites or rights-of-way.

C - Construction

7. Completion of contract or working plans.
8. Construction

These and related matters are discussed at length in supplementary reports of the City Planning Commission dealing with Postwar Public Improvements. Reference should be made to these reports.(1) The above outline of procedure is introduced here mainly to emphasize the importance of timely land acquisition and to indicate a further relationship between municipal land policies and the Master Plan.

---

(1) Postwar Public Improvements, (1) A Handbook for Making A Sound Program, also (2) A Six Year Program of Planning, Land Acquisition and Construction.

VII

# AREAS FOR PUBLIC USES EXISTING AND PROPOSED

The municipality must acquire all property deemed necessary for streets, parks, schools and other public uses. Only limited control is exercised over the lands held for private uses. Public policies covering both acquisition and regulation, however, rest upon solid ground if related to a comprehensive, well-balanced land use plan.

The location and extent of lands now used and areas regarded as necessary for public purposes in the future are shown in the following plans:

Plan 20 - Parks
21 - Playgrounds
22 - Schools
23 - Public Buildings and Other Uses
24 - Public Utilities
25 - Civic Center
26 - General Plan of Public Land Uses

Existing areas are differentiated on the maps from land to be acquired, but no lists of presently-owned sites are included at this time. Attention is directed toward additions or proposed new sites.

Wherever possible, specific locations for future schools, playgrounds, and other sites are shown. In some cases, however, final determination of an area has not been made, but the needs of the district are recognized and shown by an appropriate symbol.

Most of the land acquisition program embodied in this report has had previous approval. The projects incorporated in the Postwar Improvement Program are identified by the number assigned in the docket of the City Planning Commission. New or additional projects incorporated in the Master Plan at this time are specially noted.

It will be understood that all the projects for which additional public land is needed are not included in this report. Time and circumstances have not permitted an intensive study of all neighborhoods or districts throughout the city. There are numerous dificiencies which can only be corrected by further planning. The plans shown here, therefore, are subject to change. Additional land purchase projects will be incorporated by subsequent amendments of the Master Plan.

PLAN 20

# P A R K S

A city built according to an ideal plan would have a coordinated system of schools, playgrounds, parks, and other facilities serving leisure-time needs. Conflict, duplication, and waste would be avoided. The advantages of such an arrangement in terms of service, efficiency, and economy are obvious.

The standards and principles which should govern the development of a sound plan of recreation areas in San Francisco will be presented later. At this time only the barest skeleton of a general park plan is indicated.

The park projects shown in Plan 20 look toward the ultimate completion of a system of park areas and facilities meeting appropriate standards for a city of this size and type.

PUBLIC IMPROVEMENT PROJECTS

| Project No. | Project | Location | Area |
|---|---|---|---|
| L-1 | John McLaren Park Complete Acquisition | Adjacent to existing park | 91 acres of add'l land |

The John McLaren Park Report, dated November 17, 1944, is hereby adopted as a part of the supporting data for the Master Plan.

ADDITIONAL PROJECTS

Point Lobos

In accordance with Proposal No. 1, page 83, of the Shoreline Development Report, it is recommended that a more direct connection be made between the Great Highway and El Camino Del Mar, also that enlarged parking areas be made at Point Lobos.

Bernal Heights Blvd. Property — 20 acres

Most of the Bernal Hill above the Boulevard has been acquired and is under the jurisdiction of the Department of Public Works. It is recommended that the purchase of this property be completed and that city-owned areas exclusive of the boulevard and its slopes be transferred to the Board of Park Commissioners for future development.

**PARK STUDY AREAS (Districts Needing Sites)**

**A. Sunset (Sand Dunes) Park**

A study will be made for a combined park and playground in the sand dunes area west of Sunset Blvd., between Ortega Street and Rivera Street.

B. Mt. Sutro

A study will be made for a woodland park in Sutro Forest which would include Mt. Sutro and the steeper slopes not suitable for building purposes.

C. Twin Peaks — Land adjacent to and below Twin Peaks Blvd.
Scenic Viewpoints

In accordance with the proposal of the Commission that a height limitation of 40 feet be established in all First Residential Districts, it is recommended that an area be acquired sufficiently wide to protect the panoramic view from Twin Peaks.

D. Stanley Drive - McLaren Parkway

Stanley Drive, Postwar Project No. 39 of the Department of Public Works, is the proposed extension of Stanley Drive from Junipero Serra Blvd., to Alemany Blvd. The McLaren Parkway, which is recommended in the John McLaren Park Report, would connect with the east end of Stanley Drive at Alemany Boulevard and extend the parkway to John McLaren Park, along the foothills, partly in San Mateo County. This project will involve collaboration with San Mateo County. A study will be made for a neighborhood park and playground in the vicinity of Stanley Drive just East of Junipero Serra Boulevard.

E. Fairmount Park

A study will be made of the hill area in the vicinity of the small undeveloped park property known as Fairmount Plaza for the purpose of making a park for this district.

F. Bayview Park

A study will be made of the slopes adjacent to the present Bayview Park and tidelands in San Mateo County for the purpose of enlarging the areas available for recreation along the Bay shore.

This Plan, No. 20 of a series, has been approved by Resolution No. 2998 dated December 20, 1945, as a part of the Master Plan of the City and County of San Francisco.

Michel D Weill
President

Roger Deas
Secretary

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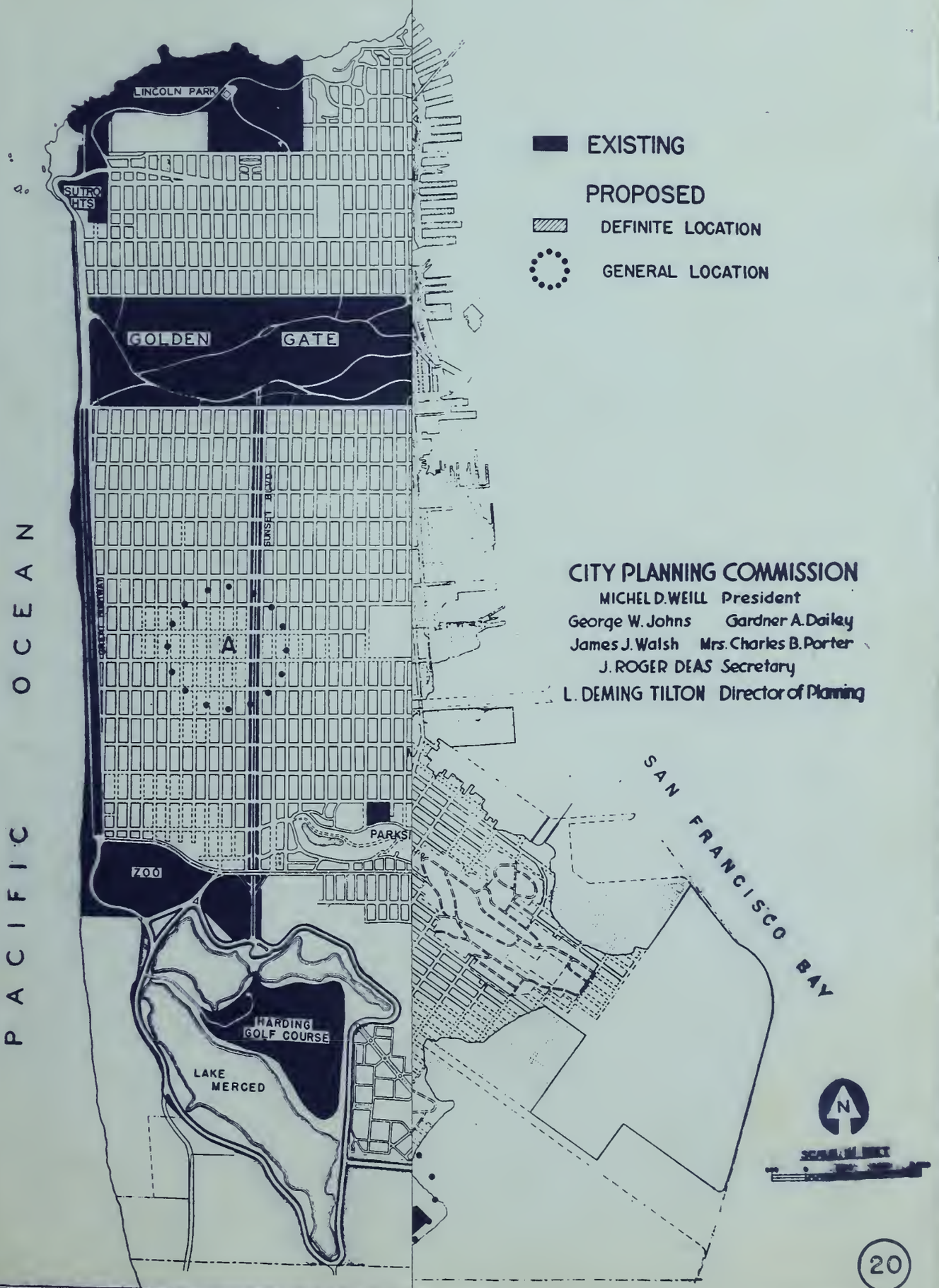
## LAND USE PLAN
## PARKS

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# THE MASTER PLAN
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## LAND USE PLAN
## PARKS

EXISTING

PROPOSED

DEFINITE LOCATION

GENERAL LOCATION

PRESIDIO

AQUATIC PARK

YACHT HARBOR

TELEGRAPH HILL

WASHINGTON

COOLBRITH

PORTSMOUTH

HUNTINGTON

ST. MARY'S

MOUNTAIN LAKE

ALTA PLAZA

LAFAYETTE SQUARE

UNION SQUARE

LINCOLN PARK

JEFFERSON SQUARE

SOUTH PARK

CIVIC CENTER

COLUMBIA

ALAMO SQUARE

GOLDEN GATE PARK

BUENA VISTA

DUBOCE

FRANKLIN

MISSION PARK

McKINLEY

GRAND VIEW

B

MT. SUTRO

TWIN PEAKS

C

SUNSET HTS.

A

GARFIELD

BERNAL

BERNAL HTS.

Mc COPPIN

PARKSIDE

LARSEN

MT. DAVIDSON

FAIRMONT

E

HOLLY PARK

SAN FRANCISCO BAY

PACIFIC OCEAN

HARDING GOLF COURSE

LAKE MERCED

BALBOA PARK

L-1

JOHN McLAREN PARK

F

BAY VIEW

STANLEY BLVD.

McLAREN PARKWAY

ALEMANY BLVD

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# P L A Y G R O U N D S

Playground policies vary in different parts of the country, but all authorities agree that the needs of the population are best met by a system of facilities serving the following age groups:

| Population Group | Types of Areas | Districts to be Served | Desirable Area |
|---|---|---|---|
| Small children | Adequate home grounds | | |
| | Play lots | Each block | |
| | Supervised playgrounds | 1/4 mile radius | |
| Children Elementary School age | Adequate school grounds | | |
| | Supervised playgrounds | 1/4 mile radius | 1-3 acres |
| | Parks and camps | | |
| | Swimming pools, etc. | | |
| Youths, Junior Senior High and College age | Adequate school grounds | | |
| | Playfields | 1/2 mile radius | 6-15 acres |
| | Swimming pools, etc. | | |
| Active Youths, Adults | Community Centers | | |
| | Playfields | 1-mile radius and city-wide | 10-25 acres |
| | Parks and camps | | |
| | Golf courses | | |
| | Special areas | | |
| Inactive Adults | Community Centers | | |
| | Parks, gardens, Museums, etc. | | |

The amount of land needed for each type depends upon local policies and conditions. A combination of well placed schools, playgrounds, and neighborhood parks will represent economy in the use of space, wider range of service, and greater attractiveness. The playground development program outlined in Plan 21 is a combination of efforts to provide residents of every section of the City with adequate space for supervised play. The specific projects recommended are listed on the following pages.

PUBLIC IMPROVEMENT PROJECTS

| Project No. | Project | Location | Area |
|---|---|---|---|
| 1337 | Hayes Valley Recreation Center | Hayes & Buchanan Sts. | Remainder of half block |
| 1338 | Eureka Valley Playground | 18th & Diamond Sts. | Small amount add'l land |
| 1339 | Upper Noe Valley | 30th & Church Sts. | 3 acres |
| 1341 | Miraloma Playground | Rockdale, Omar, Cresta Vista Drive | One half block |
| 1342 | Chinese Center | Chinatown | 1-3 acres |
| 1343 | Mission Playground | 19th & Angelica Sts. | Small amount add'l land |
| 1344 | Pine Lake Picnic Grounds | Trocadero Canyon bet. 25th & 34th Aves. | |
| 1361 | James Rolph Jr. Playground | Army St. & Potrero Ave. | Small amount add'l land |
| 1362 | Lake Merced Playground | 26th Ave. & Eucalyptus Dr. | 8-10 acres |
| 1363 | Calvary Playground | Within proposed subdivision | 2-3 acres |
| 1364 | Laurel Hill Playground | Within proposed subdivision | 1-3 acres |
| 1365 | Parkside Dist. Playground | Undetermined | 7-8 acres |
| 1366 | West Sunset Dist. Playground | Undetermined | 13-16 acres |
| 1367 | Farragut Playground | Grafton, Capitol, Faxon & Holloway Sts. | Remainder of block not occupied |
| 1369 | Francis Scott Key Playground | 42nd & Irving St. | Remainder of block not used for school |

ADDITIONAL PROJECTS (New Proposals)

| Project | Location | Area |
|---|---|---|
| Phelan Beach | Golden Gate Shore | |
| Baker's Beach Access | Golden Gate Shore | |

STUDY AREAS (Districts Needing Sites)

| | | | |
|---|---|---|---|
| A. | North Beach | | 1-3 acres |
| B. | Western Addition | | 1-3 acres |
| C. | Panhandle | | 5-6 acres |
| D. | Mission | near 17th & So. Van Ness | 5-6 acres |
| E. | Sutro-Golden Gate Heights | | 1-3 acres |
| F. | Sand Dunes Area | West of Sunset Blvd. | 1-3 acres |
| G. | Noe Valley | Near 24th & Church Sts. | 1-3 acres |
| H. | Mission | Near Army St. & So. Van Ness Ave. | 1-3 acres |
| I. | Hunters Point | | 1-3 acres |

This Plan, No. 21 of a series, has been approved by Resolution No. 2998 dated December 20, 1945, as a part of the Master Plan of the City and County of San Francisco.

Michel D Weill
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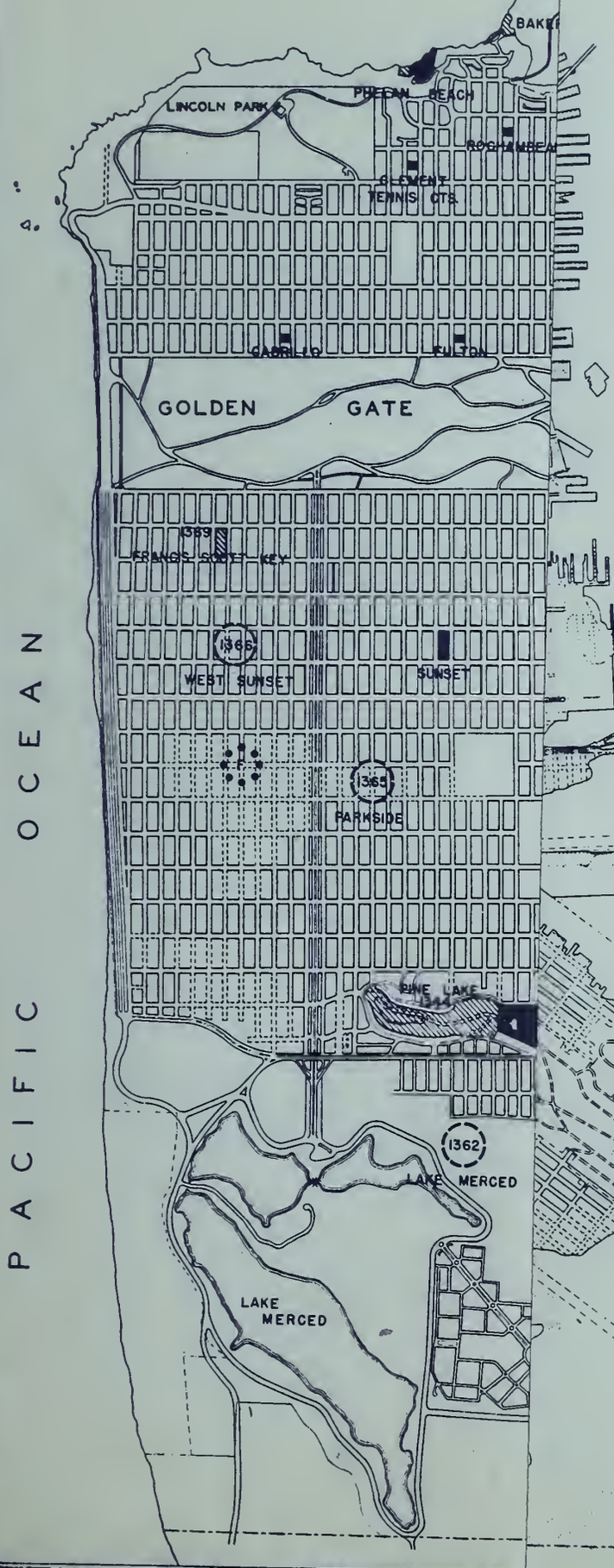
## LAND USE PLAN
# PLAYGROUNDS




EXISTING

PROPOSED

DEFINITE LOCATION

APPROXIMATE SITE

GENERAL LOCATION

FIGURES INDICATE PUBLIC IMPROVEMENT PROJECT NUMBERS

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SCALE IN FEET

0 1000 2000 3000

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# THE MASTER PLAN
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# SAN FRANCISCO
## LAND USE PLAN
## PLAYGROUNDS

EXISTING

PROPOSED
- DEFINITE LOCATION
- APPROXIMATE SITE
- GENERAL LOCATION

FIGURES INDICATE PUBLIC IMPROVEMENT PROJECT NUMBERS

PACIFIC OCEAN

PRESIDIO
BAKERS BEACH ACCESS
LINCOLN PARK
PHELAN BEACH
RICHMOND
RICHMOND PLAYGROUND
RICHMOND TENNIS CTS.
SLOVENE TENNIS CTS.
ARGONNE
CARDILLO
FULTON
GOLDEN GATE PARK
JULIUS KAHN
PRESIDIO HEIGHTS
1364
LAUREL HILL
CALVARY
1363
ROSSI
FUNSTON
MICHELANGELO
1360
HELEN WILLS
CHINESE CENTER
1362
CHINESE
DRAMA CENTER
HAMILTON SQUARE
HAYWARD
HAYES VALLEY CENTER
1337
PAUL CROSSLEY
NORTH BEACH
GRATTAN
CORONA HEIGHTS
1338
EUREKA VALLEY
MT SUTRO
1343
MISSION
JACKSON
POLK
POTRERO HILL
1365
WEST SUNSET
SUNSET
TWIN PEAKS
MURPHY
NOE VALLEY
PARKSIDE
DOUGLASS
ROLPH
1339
UPPER NOE
WEST PORTAL
SIGMUND STERN
MIRALOMA
GLEN PARK
BERNAL
ST MARYS
SILVER TERRACE
BURNETT
1362
LAKE MERCED
PORTOLA
APTOS
JR. MUSEUM
BAYVIEW
1347
FARRAGUT
EXCELSIOR
JOHN McLAREN PARK
OCEAN VIEW
CAYUGA
GILMAN
CONCORDIA
CROCKER AMAZON
VISITACION VALLEY
SAN FRANCISCO BAY

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# S C H O O L S

Schools need ample land for buildings, play areas, and landscape setting. Experience has shown that areas falling within the following ranges are needed for public schools in California.

| | | |
|---|---|---|
| Elementary Schools | - | 3 to 8 acres |
| Junior High Schools | - | 8 to 15 acres |
| Senior High Schools | - | 10 to 25 acres |

The larger sites permit economical development and operation of the area for joint educational and recreational purposes.

A comprehensive study of the school plant should be made, particular reference to be given to (1) the prospective uses of land and anticipated school populations in all districts; (2) the influence of private schools upon public school policies, and (3) the types of schools to be provided in redevelopment projects. Such a survey should be correlated with a similar study of parks and playgrounds.

The following school site projects have been discussed with representatives of the San Francisco School Department and are deemed worthy of inclusion in the Master Plan. Those included in the Postwar Public Improvements Program carry their assigned numbers. Additional sites are indicated mainly with reference to the districts to be served.

PUBLIC IMPROVEMENT PROJECTS

| Project No. | Project | Location | Area |
|---|---|---|---|
| 704 | Sunset Jr. High | Pacheco & Quintara 34th & 36th Ave. | 6 acres |
| 708 | Francisco Jr. High | Powell bet. Chestnut & Francisco east side | Add'l land to be acquired |
| 719 | Elementary School | 43rd & Ortega St. | 3 acres |
| 730 | Candlestick Cove Elementary | To be determined with reference to permanent site and housing plan | 3-5 acres |
| 731 | Hunters Point Elementary | To be determined with reference to permanent site and housing plan | 3-5 acres |

ADDITIONAL PROJECTS (New Proposals)

| | | |
|---|---|---|
| Lowell High Site | Laurel Hill Cemetery Tract | 13.5 acres |
| Elementary Site | Ortega & Pacheco | 3.1 acres |
| Geary Elementary Addition | Laurel Hill Cemetery Tract | 0.8 acres |

SCHOOL STUDY AREAS (Districts Needing Sites)

| | | | |
|---|---|---|---|
| A - | S. of Sloat Blvd. | Undetermined | 3-5 acres |
| B - | S.F. Golf & Country Club | " | 3-5 acres |
| C - | University Mound | " | 3-5 acres |
| D - | Bayview High Site | Bayshore Blvd. & 3rd St. | 10-15 acres |

This Plan, No. 22 of a series, has been approved by Resolution No. 2998 dated December 20, 1945, as a part of the Master Plan of the City and County of San Francisco.

Michel D. Weill
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J. Roger Deas
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## of the CITY & COUNTY of
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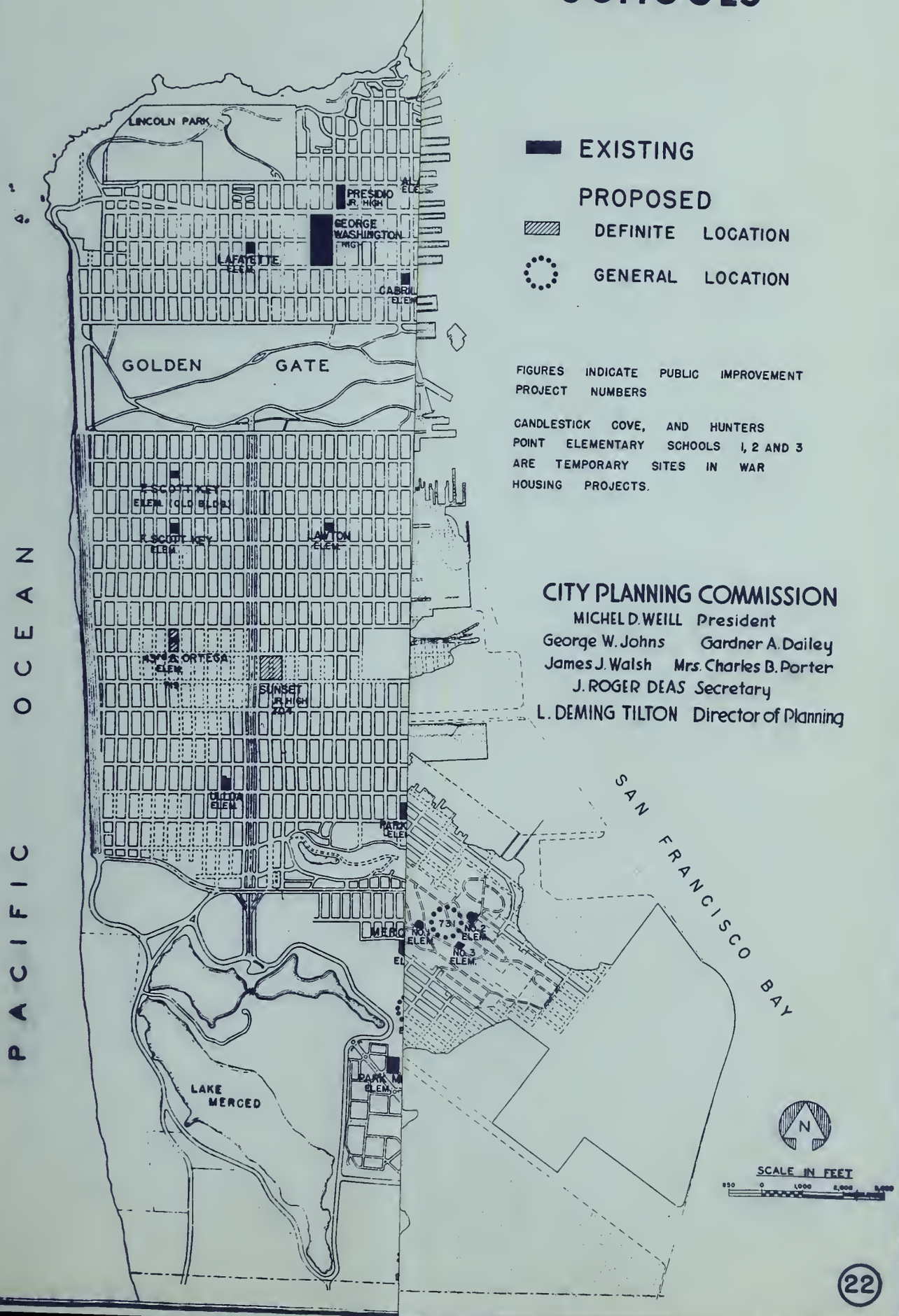
## LAND USE PLAN
## SCHOOLS




EXISTING

PROPOSED

DEFINITE LOCATION

GENERAL LOCATION

FIGURES INDICATE PUBLIC IMPROVEMENT PROJECT NUMBERS

CANDLESTICK COVE, AND HUNTERS POINT ELEMENTARY SCHOOLS 1, 2 AND 3 ARE TEMPORARY SITES IN WAR HOUSING PROJECTS.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# THE MASTER PLAN
## of the CITY & COUNTY of
# SAN FRANCISCO

## LAND USE PLAN
## SCHOOLS

EXISTING

PROPOSED

DEFINITE LOCATION

GENERAL LOCATION

FIGURES INDICATE PUBLIC IMPROVEMENT PROJECT NUMBERS

CANDLESTICK COVE, AND HUNTERS POINT ELEMENTARY SCHOOLS 1, 2 AND 3 ARE TEMPORARY SITES IN WAR HOUSING PROJECTS

PRESIDIO

GOLDEN GATE PARK

LINCOLN PARK

LAKE MERCED

JOHN McLAREN PARK

SAN FRANCISCO BAY

PACIFIC OCEAN

WINFIELD SCOTT ELEM.
MARINA JR. HIGH
YERBA BUENA ELEM.
GALILEO HIGH
FRANCISCO JR. HIGH
J. COOPER ELEM.
HANCOCK ELEM.
GARFIELD ELEM.
SHERMAN ELEM.
JEAN PARKER ELEM.
WASHINGTON IRVING ELEM.
SPRING VALLEY ELEM.
COMMODORE STOCKTON ELEM.
GRANT ELEM.
PACIFIC HTS ELEM.
GOUGH ELEM.
REDDING ELEM.
EMERSON ELEM.
MADISON ELEM.
LOWELL HIGH
SUTRO ELEM.
GEORGE PEABODY ELEM.
ALAMO ELEM.
ROOSEVELT JR. HIGH
GEARY ELEM.
GIRLS HIGH
RAPHAEL WEILL ELEM.
CONTINUATION ANNEX
PRESIDIO JR. HIGH
GEORGE WASHINGTON HIGH
GOLDEN GATE ELEM.
JOHN SWETT ELEM.
LAFAYETTE ELEM.
FREMONT ELEM.
CABRILLO ELEM.
ARGONNE ELEM.
FRANK McCOPPIN ELEM.
COMMERCE JR. HIGH
ANDREW JACKSON ELEM.
LOWELL HIGH
ALTA VISTA ELEM.
JOHN MUIR ELEM.
FRANKLIN ELEM.
DUDLEY STONE ELEM.
McKINLEY ELEM.
MARSHALL ELEM.
CONTINUATION HIGH
POLYTECHNIC HIGH
SANCHEZ ELEM.
EVERETT JR. HIGH
JEFFERSON ELEM.
LAGUNA HONDA ELEM.
GRATTAN ELEM.
MISSION HIGH
PATRICK HENRY ELEM.
DANIEL WEBSTER ELEM.
FRANK SCOTT ELEM.
SCOTT-KEY ELEM. (OLD ELEM.)
COLUMBUS ELEM.
MT. SUTRO
TWIN PEAKS ELEM.
DOUGLAS ELEM.
TWIN PEAKS
ALVARADO ELEM.
EDISON ELEM.
SAMUEL GOMPERS JR. HIGH
HAWTHORNE ELEM.
BRYANT ELEM.
HORACE MANN JR. HIGH
STARR KING ELEM.
SUNSHINE ELEM.
JAMES LICK ELEM.
LE CONTE ELEM.
KEY & ORTEGA ELEM.
SUNSET ELEM.
ABRAHAM LINCOLN HIGH
WEST PORTAL ELEM.
CLEVELAND ELEM.
KATE KENNEDY ELEM.
FAIRMOUNT ELEM.
MIRALOMA ELEM.
JUNIPERO SERRA ELEM.
PAUL REVERE ELEM.
MERCED MANOR ELEM.
COMMODORE SLOAT ELEM.
APTOS JR. HIGH
GLEN PARK ELEM.
SUNNYDALE ELEM.
BAYVIEW ELEM.
BURNETT ELEM.
MILLCREST ELEM.
PORTOLA JR. HIGH
S.F.J.H. COLLEGE
E.R. TAYLOR ELEM.
EXCELSIOR ELEM.
MONROE ELEM.
SAN MIGUEL ELEM.
JAMES LICK JR. HIGH
BALBOA HIGH
FARRAGUT ELEM.
CLEVELAND ELEM.
BRET HARTE ELEM.
SHERIDAN ELEM.
VISITACION ELEM.
LONGFELLOW ELEM.
GUADALUPE
CANDLESTICK COVE ELEM.

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# PUBLIC BUILDINGS

The space now used and required for future public buildings, other than the civic center, is shown in Plan 23. The projects recommended at this time are as follows:

PUBLIC IMPROVEMENT PROJECTS

| Project No. | Project | Location | Area |
|---|---|---|---|
| | **Fire Stations** | | |
| | None | | |
| | **Police Stations** | | |
| 1101 | Headquarters | Kearny Street | 100' x 221' |
| 1104 | New Mission Station | Valencia St. bet. 23rd & 24th | 75' x 91' |
| | **Libraries** | | |
| 801 | Marina Branch | Chestnut near Scott St. | 90' x 105' |
| 802 | North Beach Branch | Union near Columbus | 90' x 105' |
| 803 | Outer Sunset | 37th Ave. near Lawton St. | 90' x 105' |
| 804 | Ingleside | Ocean near Phelan | 90' x 105' |
| 805 | Excelsior | Mission near Excelsior St. | 50' x 100' |
| 806 | Potrero | Connecticut at 19th St. | 50' x 100' |
| 808 | Park-Presidio | California St. at 24th Ave. | 50' x 100' |
| 809 | Park Merced | Holloway Ave. near 19th Ave. | 50' x 100' |
| 810 | Bayview | 3rd St. near Williams Ave. | 50' x 100' |
| 811 | Parkside | Taraval St., near 27th Ave. | 50' x 100' |
| 812 | Portola | San Bruno Ave. at Silver Ave. | 50' x 100' |
| 813 | Glen Park | Monterey Blvd. near San Jose Ave. | 50' x 100' |
| 814 | Oceanview | Broad St. at Plymouth Ave. | 50' x 100' |
| 815 | Visitacion Valley | Leland Ave. near Bayshore | 50' x 100' |
| 816 | Alamo | Vicinity of Alamo Square | 90' x 105' |

PUBLIC IMPROVEMENT PROJECTS (Continued)

| Project No. | Project | Location | Area |
|---|---|---|---|
| **Hospitals** | | | |
| 1218 | Richmond Emergency Hospital & Health Center | Richmond District | 25,000 sq. ft. |
| 1220 | Bayview Emergency Hospital & Health Center | Bayview District | 25,000 sq. ft. |
| **Public Works** | | | |
| 55 | North Point Sewage Treatment Plant | Grant Ave. & Bay St. area | 5.84 acres |
| 59 | Yards, shops - Maintenance Bureau | Harrison, 11th Bryant & Alameda | 3.97 acres |
| **Juvenile Court** | | | |
| 1901 | Juvenile Home | Laguna Honda Home grounds | 12 acres |

ADDITIONAL PROJECTS (New Proposals)

| | | | |
|---|---|---|---|
| | North Point Sludge Treatment Plant | Near Islais Creek | 27.18 acres |

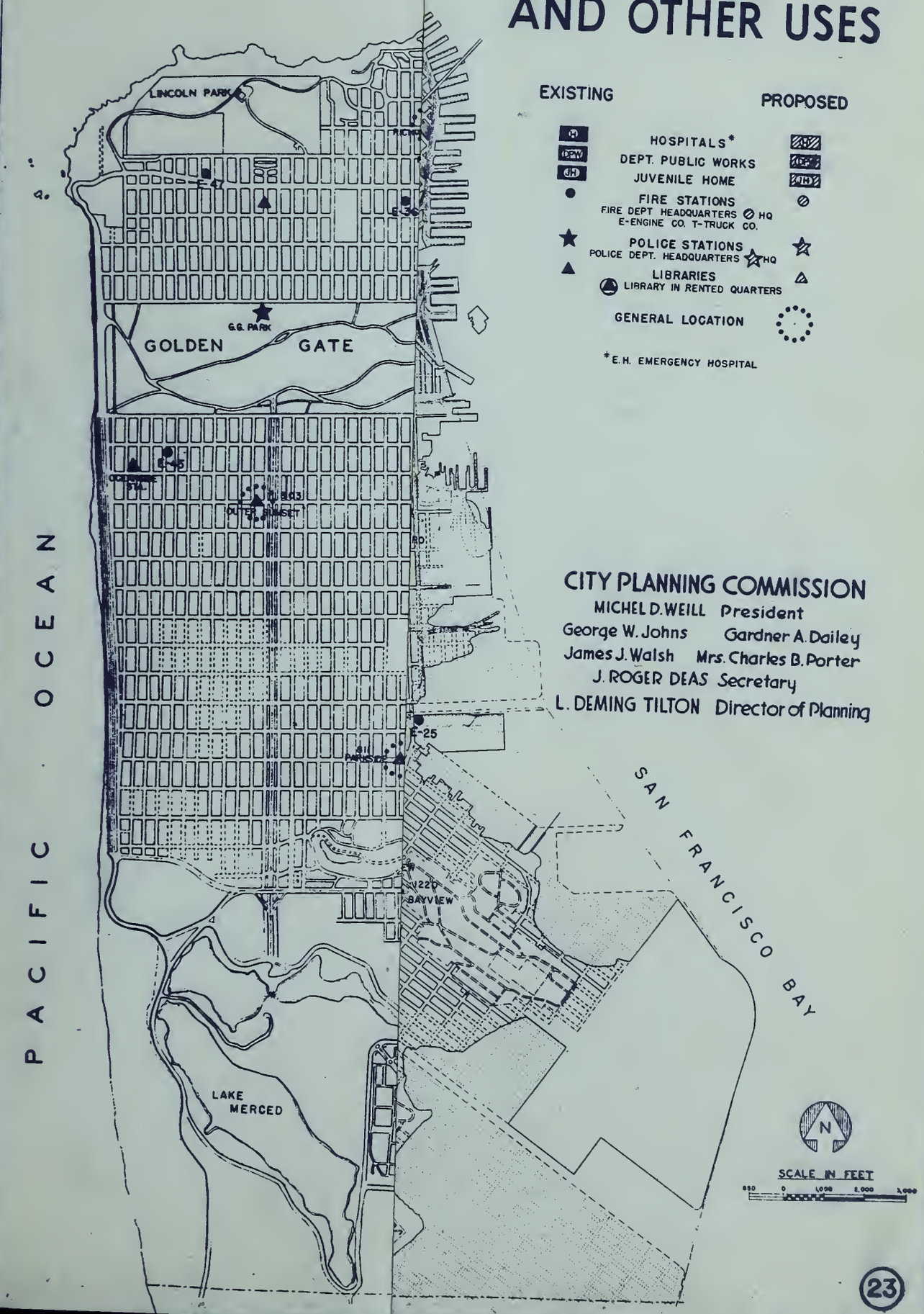
This Plan, No. 23 of a series, has been approved by Resolution No. 2998 dated December 20, 1948, as a part of the Master Plan of the City and County of San Francisco.

Michel D. Weill
President

J. Roger Deas
Secretary

# THE MASTER PLAN
## of the CITY & COUNTY of
# SAN FRANCISCO

## LAND USE PLAN
# PUBLIC BUILDINGS AND OTHER USES

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23

# THE MASTER PLAN
*of the* CITY & COUNTY *of*
# SAN FRANCISCO

## LAND USE PLAN
## PUBLIC BUILDINGS AND OTHER USES

EXISTING — PROPOSED

- HOSPITALS*
- DEPT. PUBLIC WORKS
- JUVENILE HOME
- FIRE STATIONS
  FIRE DEPT. HEADQUARTERS HQ
  E-ENGINE CO. T-TRUCK CO.
- POLICE STATIONS
  POLICE DEPT. HEADQUARTERS HQ
- LIBRARIES
  LIBRARY & PARKS QUARTERS
- GENERAL LOCATION

*E.H. EMERGENCY HOSPITAL


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PACIFIC OCEAN

SAN FRANCISCO BAY

PRESIDIO

GOLDEN GATE PARK

LINCOLN PARK

LAKE MERCED

JOHN McLAREN PARK

MT SUTRO

TWIN PEAKS

NORTH END

CIVIC CENTER

MAIN LIBRARY

# PUBLIC UTILITIES

The land requirements for public utilities are shown on Plan 24, and are listed as follows:

ADDITIONAL PROJECT (New Proposal)

Municipal Railway

| | | |
|---|---|---|
| Geary Street Car House | Laurel Hill Tract | Small amount of add'l land |

This Plan, No. 24 of a series, has been approved by Resolution No. 2998 dated December 30, 1945, as a part of the Master Plan of the City and County of San Francisco.

# THE MASTER PLAN
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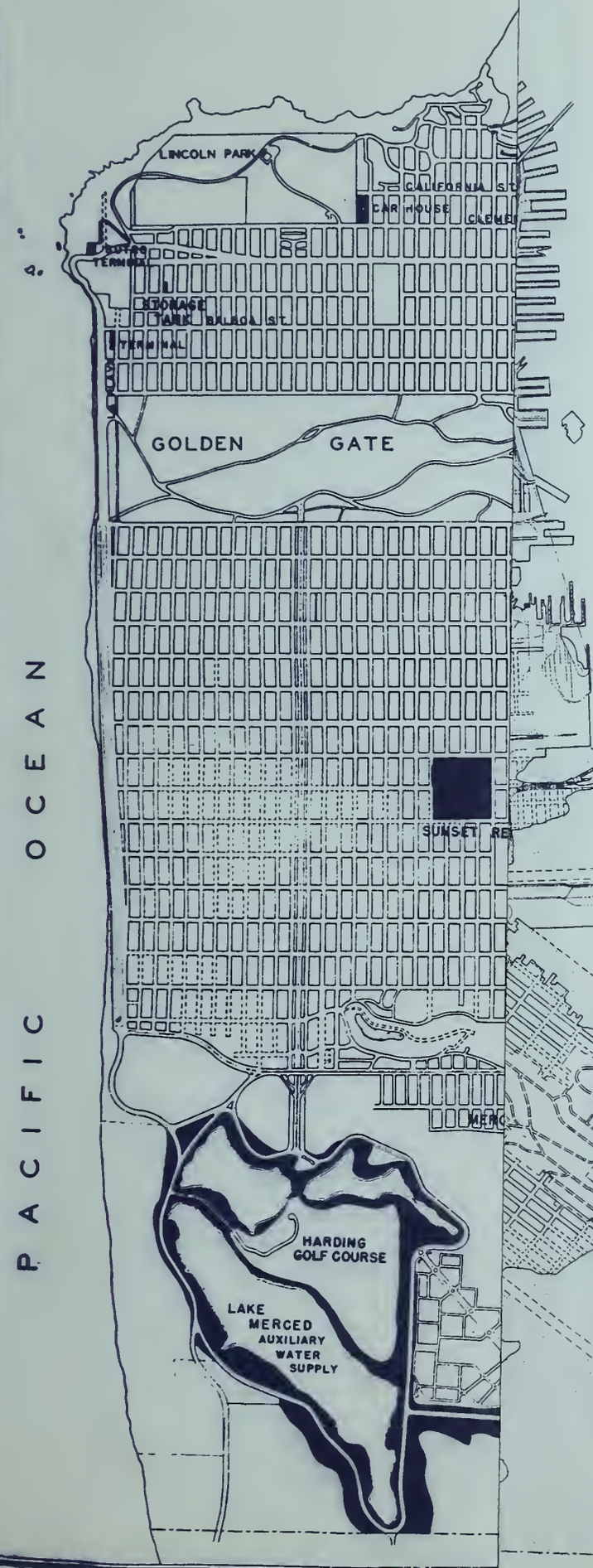
# SAN FRANCISCO

## LAND USE PLAN
# PUBLIC UTILITIES




**EXISTING**
WATER DEP'T
RES. — RESERVOIR
MUNICIPAL RAILWAY
CAR HOUSES, BUS GARAGES, TERMINALS, SUB STATIONS, AND STORE ROOM.

**EXISTING**
OWNED BY WATER DEP'T AND USED AS PLAYGROUND

**PROPOSED**

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N

SCALE IN FEET
850 0 1,000 2,000 3,000

24

# THE MASTER PLAN
*of the* CITY & COUNTY *of*
# SAN FRANCISCO

## LAND USE PLAN
## PUBLIC UTILITIES

■ EXISTING
WATER DEPT
RES — RESERVOIR
MUNICIPAL RAILWAY
CAR HOUSES, BUS GARAGES, TERMINALS, SUB STATIONS, AND STORE ROOM.

▭ EXISTING
OWNED BY WATER DEPT AND USED AS PLAYGROUND

▨ PROPOSED

PACIFIC OCEAN

PRESIDIO
LINCOLN PARK
GOLDEN GATE PARK
STORAGE TANK
CAR HOUSE
SUB STATION
BUS GARAGE
STORE ROOM
CAR STORAGE YD
TUNNEL PORTAL
CLARENDON TANK
MT SUTRO
LAGUNA HONDA RES
SUTRO RES
TWIN PEAKS
SUNSET RES.
FOREST HILL TANK
O'SHAUGHNESSY RES. SITE UNUSED
STANFORD HTS RES.
MERCED MANOR RES.
HARDING GOLF COURSE
LAKE MERCED AUXILIARY WATER SUPPLY
BALBOA RES. SITE
OCEAN AVE
LIBRARY
FOR SHOPS
POINT LOBOS AVE
AMAZON RES SITE
JOHN McLAREN PARK
UNIVERSITY MOUND RES.
COLLEGE HILL RES.
POTRERO HTS. RES
POTRERO CAR HOUSE
WATER DEPT OFFICE
WATER DEPT COMPANY
MUNI R.R.
MUNI AVE
STORE ROOM
MARIPOSA ST
25th ST
24th ST
BUS GARAGE
WASHINGTON ST
MASON
POWELL
HYDE
LARKIN
VAN NESS AVE
FRANCISCO ST
LOMBARD ST
WATER DEPT
UNUSED
SAN FRANCISCO BAY

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PLAN 25

# C I V I C  C E N T E R
# L A N D  P L A N

San Francisco has an outstanding but uncompleted Civic Center. One block of land designated as a site for a courts building remains unused. Various small parcels now in public ownership will be improved as funds are made available for construction.

The demand for space for additional structures in the civic center can be expected to increase. Further land purchases are therefore in order and Plan 25 shows the minimum acquisition. It is recommended that the properties shown on the following plan be brought into public ownership and held for future building purposes. The properties are designated as follows:

1. Property at the north east corner of McAllister Street and Van Ness Avenue, to complete public ownership of frontage opposite the City Hall.

2. Property at the south east corner of Grove St. and Van Ness Avenue to complete public ownership of the block now partially occupied by the Department of Health.

3. The triangular block bounded by Market, Leavenworth, Hyde and Fulton Streets. This block, opposite the Federal Building, commands the approach to the Civic Center from Market Street. The Orpheum Theatre building is now partly occupied by the Federal Government and should be purchased and incorporated in the Civic Center by Federal action.

4. The south half of the block across McAllister St. from the Veteran's Building, to assure proper development of the frontage and particularly a more dignified treatment of the corners of Van Ness and McAllister and Franklin and McAllister.

5. The triangular block bounded by Market, Grove, Larkin and Hyde Streets, to be held for future expansion.

These recommended purchases will provide space and essential insurance for the San Francisco Civic Center. Further expansion will probably take place to the west of the Opera House and Veteran's Building. Studies of appropriate uses of land in Hayes Valley and suitable building arrangements for the future expansion of the Civic Center are being made.

This Plan, No. 25 of a series, has bee
approved by Resolution No. 2998 date
December 20, 1945, as a part of th
Master Plan of the City and County
San Francisco.

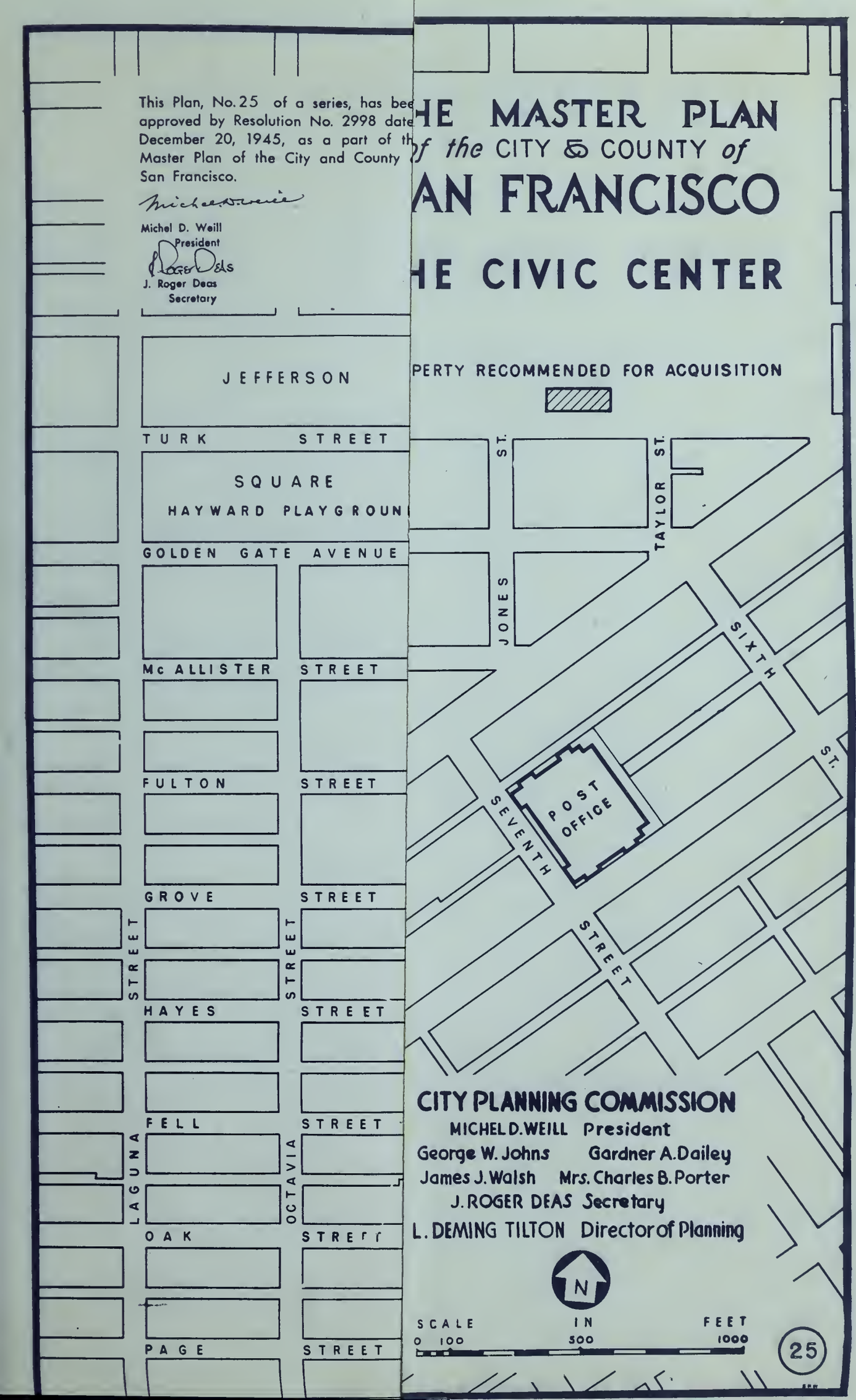
Michel D. Weill
President

J. Roger Deas
Secretary

# HE MASTER PLAN
## of the CITY & COUNTY of
# AN FRANCISCO

## HE CIVIC CENTER

PERTY RECOMMENDED FOR ACQUISITION

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L. DEMING TILTON Director of Planning

N

SCALE 0 100 IN 500 FEET 1000

25

This Plan, No. 25 of a series, has been approved by Resolution No. 2998 dated December 20, 1945, as a part of the Master Plan of the City and County of San Francisco.

Michel D. Weill
President

J. Roger Deas
Secretary

# THE MASTER PLAN
*of the* CITY & COUNTY *of*
# SAN FRANCISCO

## THE CIVIC CENTER

PROPERTY RECOMMENDED FOR ACQUISITION

O'FARRELL STREET
ELLIS STREET
EDDY STREET
TURK STREET
GOLDEN GATE AVENUE
McALLISTER STREET
FULTON STREET
GROVE STREET
HAYES STREET
FELL STREET
OAK STREET
PAGE STREET
LAGUNA STREET
OCTAVIA STREET
GOUGH STREET
FRANKLIN STREET
VAN NESS AVENUE
POLK STREET
LARKIN STREET
HYDE STREET
LEAVENWORTH ST.
JONES ST.
TAYLOR ST.
MARKET STREET
SEVENTH STREET
EIGHTH STREET
NINTH STREET
TENTH STREET
ELEVENTH ST.
MISSION ST.

JEFFERSON SQUARE
HAYWARD PLAYGROUND
JOHN SWETT SCHOOL
STATE
STATE SITE
STATE FIRE DEPT. SITE
STATE BLDG.
POWER HOUSE
VETERANS BUILDING
OPERA HOUSE
CITY HALL
PLAZA
LIBRARY
FEDERAL BLDG.
SITE FOR COURTS BLDG.
POST OFFICE
ATHLETIC FIELD
HEALTH CENTER
AUDITORIUM
HIGH SCHOOL OF COMMERCE

① ② ③ ④ ⑤

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N

SCALE 0 100 IN 500 FEET 1000

25

P
S
P
S

This Plan, No. 26 of a series, has been approved by Resolution No. 2998 dated December 20, 1945, as a part of the Master Plan of the City and County of San Francisco.

Michel D. Weill
President

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Secretary

# THE MASTER PLAN
*of the* CITY & COUNTY *of*
# SAN FRANCISCO

## LAND USE PLAN
# GENERAL PLAN OF PUBLIC LAND USES

| EXISTING | | PROPOSED |
|---|---|---|
| S | SCHOOLS | |
| P | PARKS | |
| PG | PLAYGROUNDS | |
| W | WATER DEPT. | |
| MR | MUNICIPAL RAILWAY | |
| H | HOSPITALS | |
| DPW | DEPT. PUBLIC WORKS | |
| JH | JUVENILE HOME | |
| ● | FIRE STATIONS<br>FIRE DEPT HEADQUARTERS ⊘ HD<br>E-ENGINE CO. T- TRUCK CO | |
| PS ★ | POLICE STATIONS<br>POLICE DEPT HEADQUARTERS | ☆ HQ |
| L ▲ | LIBRARIES<br>LIBRARY IN RENTED QUARTERS | △ |
| | STATE LAND | |
| | FEDERAL LAND | |
| PH | PUBLIC HOUSING | PH |
| | APPROXIMATE SITE | |
| | GENERAL LOCATION | |
| | CITY DEPARTMENT TRANSFER | |


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PRESIDIO
FORT MASON
LINCOLN PARK
FORT MILEY
GOLDEN GATE PARK
ZOO
HARDING GOLF COURSE
LAKE MERCED
FORT FUNSTON
SF STATE COLLEGE
TWIN PEAKS
JOHN McLAREN PARK
U.S. NAVY
STATE TIDELANDS
HUNTERS POINT NAVAL DRY DOCK
PACIFIC OCEAN
SAN FRANCISCO BAY
SCALE IN FEET

# PART C

# STANDARDS OF POPULATION DENSITY AND BUILDING INTENSITY

# EFFECTS OF VARIOUS ASSUMED POPULATIONS ON THE USES OF LAND

With all available land in urban use, the proportion of dwellings of each type and the densities of population in each type of dwelling are influenced by the increasing requirements of non-residence uses

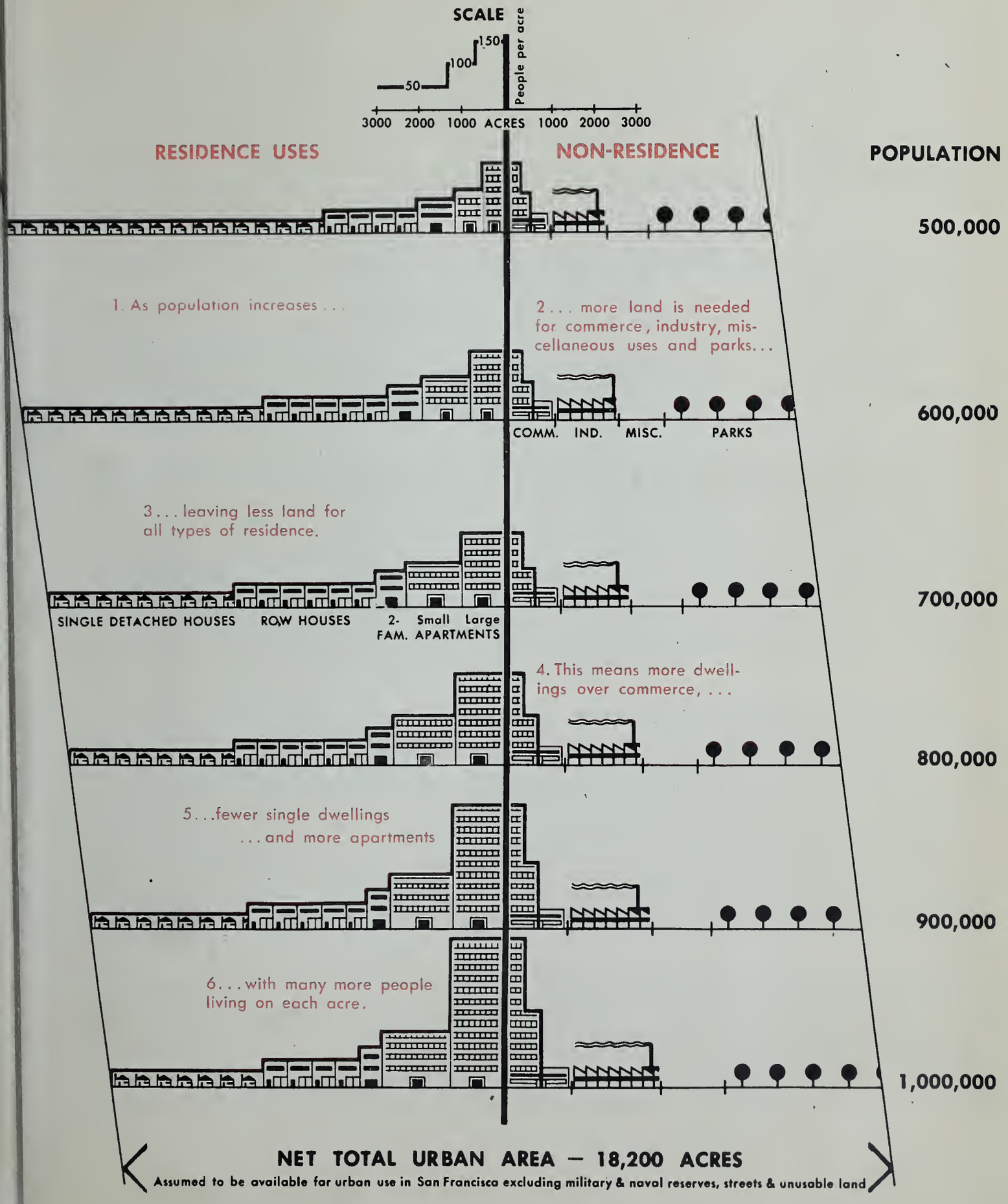
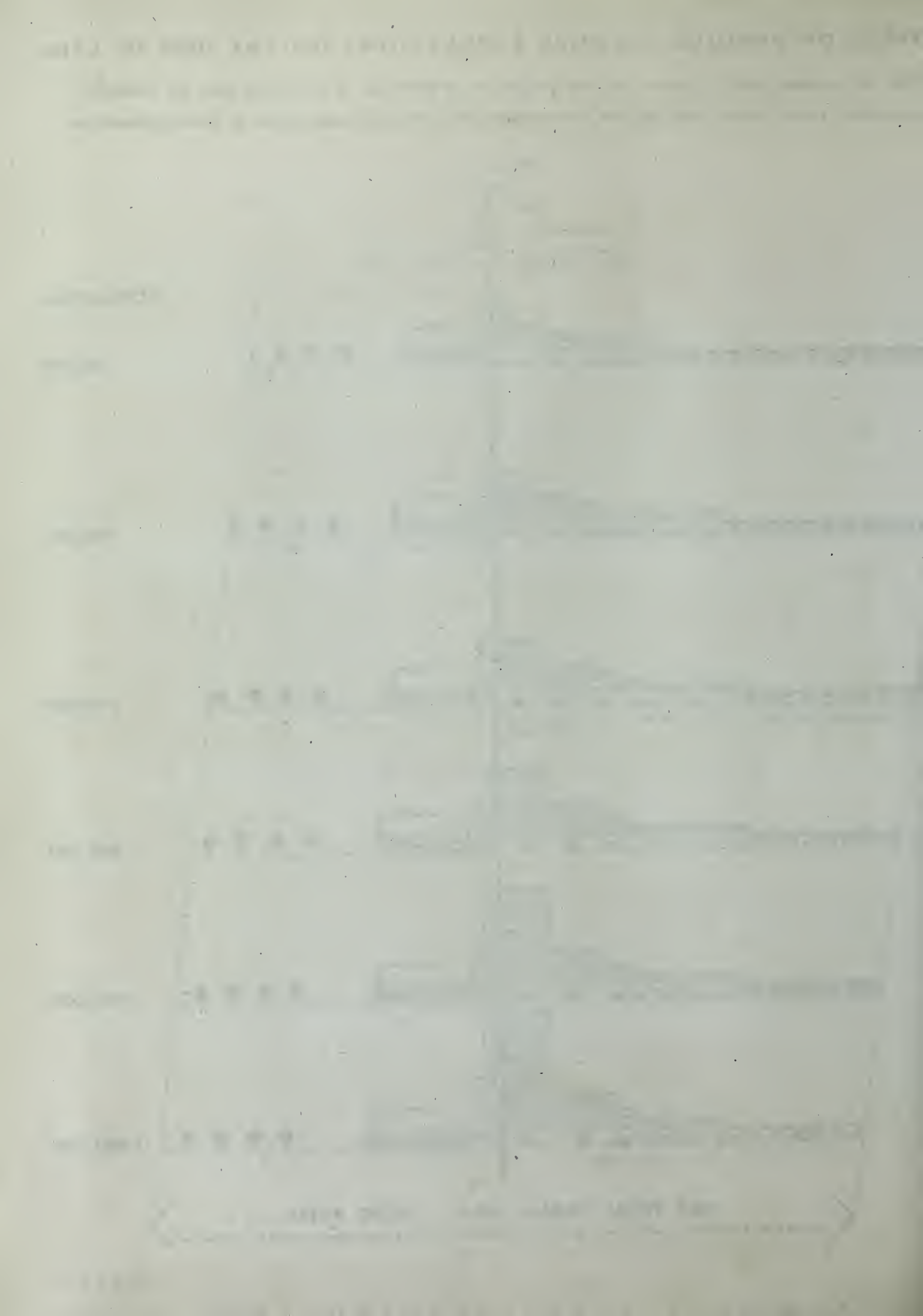

SCALE
150
100
50
People per acre
3000 2000 1000 ACRES 1000 2000 3000
RESIDENCE USES
NON-RESIDENCE
POPULATION
500,000
1. As population increases . . .
2 . . . more land is needed for commerce, industry, miscellaneous uses and parks. . .
600,000
COMM. IND. MISC. PARKS
3 . . . leaving less land for all types of residence.
700,000
SINGLE DETACHED HOUSES
ROW HOUSES
2-FAM.
Small APARTMENTS
Large
4. This means more dwellings over commerce, . . .
800,000
5 . . .fewer single dwellings . . . and more apartments
900,000
6 . . .with many more people living on each acre.
1,000,000
NET TOTAL URBAN AREA — 18,200 ACRES
Assumed to be available for urban use in San Francisco excluding military & naval reserves, streets & unusable land

*PLATE 8*



VIII

# P E O P L E  M A K E  T H E  C I T Y

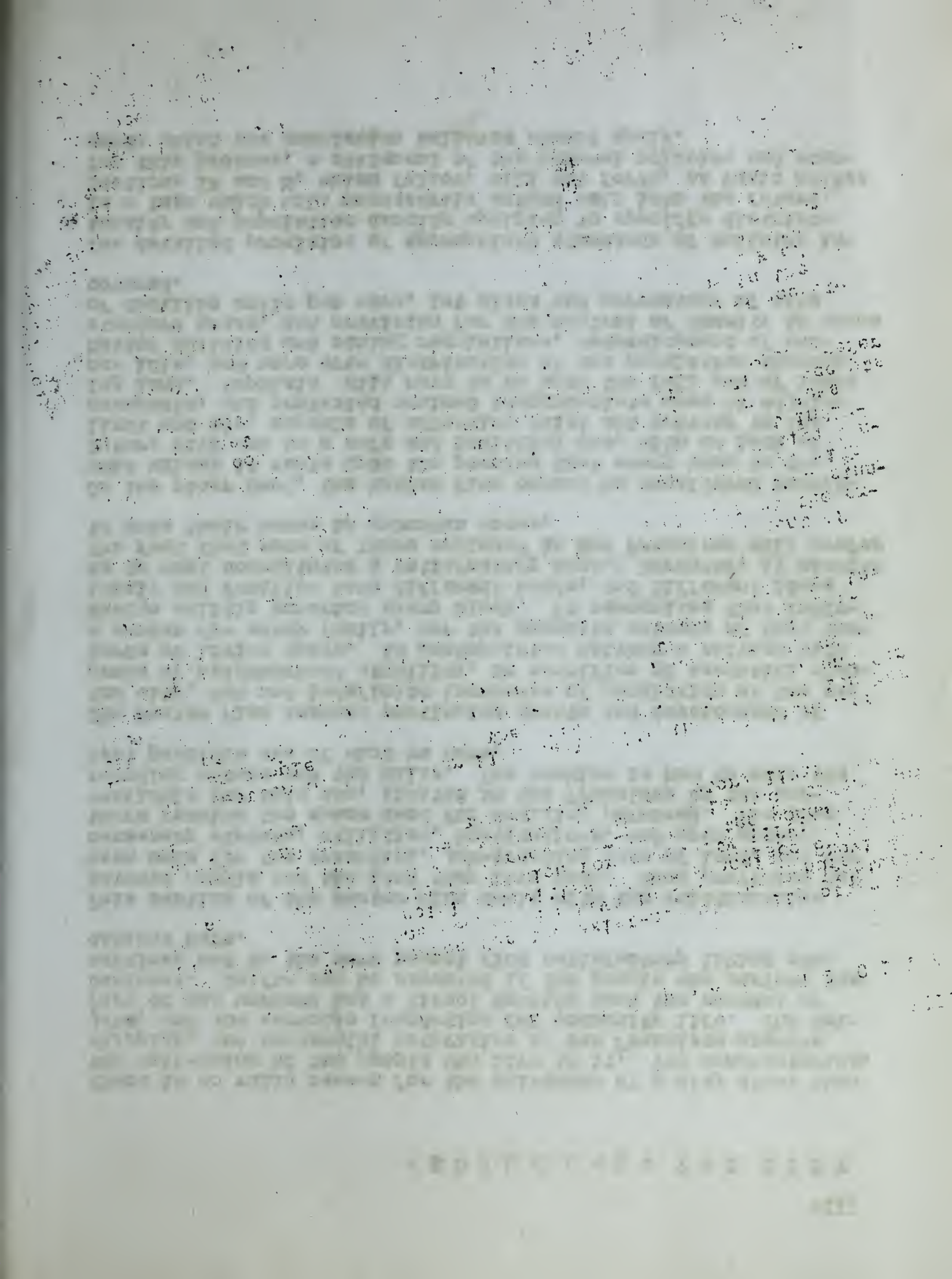
There is no valid reason for the existence of a city other than the well-being of the people who live in it. The manufacturing, shipping, and commercial activities of San Francisco provide jobs, and the economic foundation for community life. The welfare of the workers has a direct bearing upon the conduct of business. Shifts can be expected if the people who perform the services and do the work cannot find satisfactory living conditions here.

This section of the Master Plan deals with the relationships between people and the land they live upon. Once provision has been made for the essential, job-creating uses of land, and for necessary streets, utilities, institutions, and open spaces, there remains the space used for dwelling purposes. The area available for this use, limited in San Francisco by the surrounding waters and the hills. The problem is how to make the best possible use of what we have.

The Master Plan assumes continuing growth and development of the city, but not indefinite increases of population at the expense of neighborhood stability, or sacrifice of essential standards of living space. It contemplates neither a cottage with a garden for every family, nor the opposite extreme of huge tenements solidly covering every block. It recognizes that individuals and families have different needs, and different ideas as to what constitutes a satisfactory home. Moreover, it accepts the fact that some of those employed in San Francisco will prefer to make their homes in suburban areas.

On the other hand, the Master Plan cannot be considered acceptable unless it rests upon the premise that every home in the future city can be a safe and healthful one, with no lack of light and air, capable of affording quiet and privacy to its occupants, and protected against inappropriate uses of adjoining land. Emphasis will have to be upon the full use of lands now idle, and more even distribution of the population through better building and zoning regulations, redevelopment of substandard areas, and provision for the control of density in terms of dwelling units per acre, lot sizes and percentage of site covered.

The detailed provision of appropriate standards of building intensity and population density applying to specific districts is a task which will necessarily extend well into the future. Sections IX and X, which follow, will set forth, as basic guides for this process, a statement of the general policies and standards which the commission believes should apply.



General Plan of Private Land Uses The land area of San Francisco used for private purposes is now subject to control according to a plan. The ordinances governing the uses of such space are:

(1) The Zoning Ordinance (No. 5464), adopted 1921 with amendments to date, and

(2) The Building Set-back Ordinance, (No. 5636, N.S.), adopted 1921, with amendments.

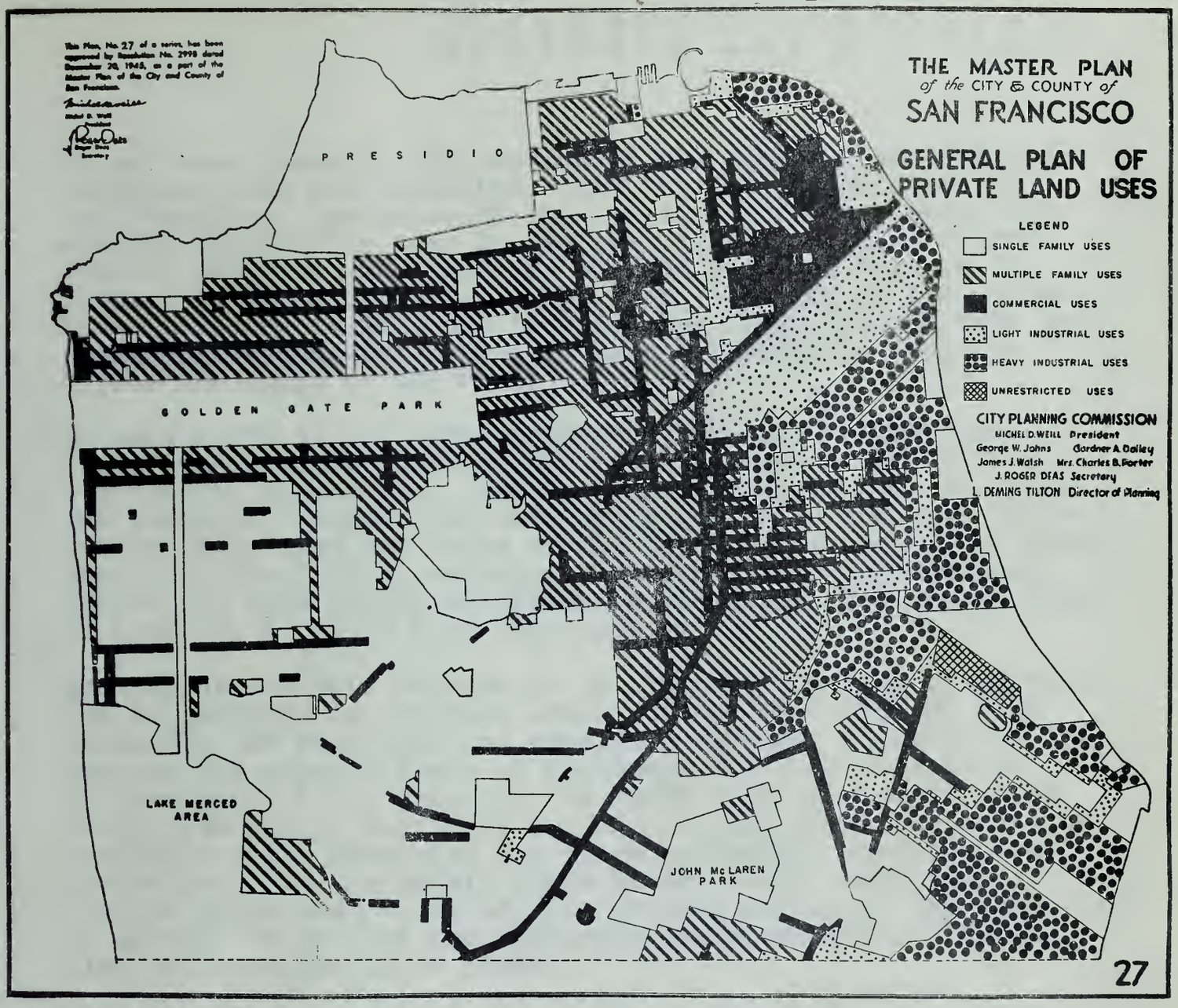
Authority for adoption of both these regulatory measures is found in the Charter, Section 117.

The existing pattern of private land uses is indicated in the report, Present and Future Uses of Land, previously referred to.

The general locations of districts in whic specified types of private uses are permitted are shown in the General Plan of Private Land Uses, Plate 27. This plan is based upon the present system of use districts as established in the Zoning Ordinance. The plan has many of the defects commonly found in zoning measures adopted 15 or 20 years ago.

The Commission has previously indicated its intention of modernizing this important city planning tool. The general nature of the improvements contemplated in the zoning ordinance is set forth in this report.

At the time the zoning ordinance is revised and brought up to date, the general distribution and extent of private land uses as proposed in Parts A and C of this report will be used as a guide.


This Plan, No. 27 of a series, has been approved by Resolution No. 2998 dated December 20, 1945, as a part of the Master Plan of the City and County of San Francisco.
PRESIDIO
GOLDEN GATE PARK
LAKE MERCED AREA
JOHN McLAREN PARK
THE MASTER PLAN
of the CITY & COUNTY of
SAN FRANCISCO
GENERAL PLAN OF PRIVATE LAND USES
LEGEND
SINGLE FAMILY USES
MULTIPLE FAMILY USES
COMMERCIAL USES
LIGHT INDUSTRIAL USES
HEAVY INDUSTRIAL USES
UNRESTRICTED USES
CITY PLANNING COMMISSION
MICHEL D. WEILL President
George W. Johns Gardner A. Dailey
James J. Walsh Mrs. Charles B. Porter
J. ROGER DEAS Secretary
L. DEMING TILTON Director of Planning
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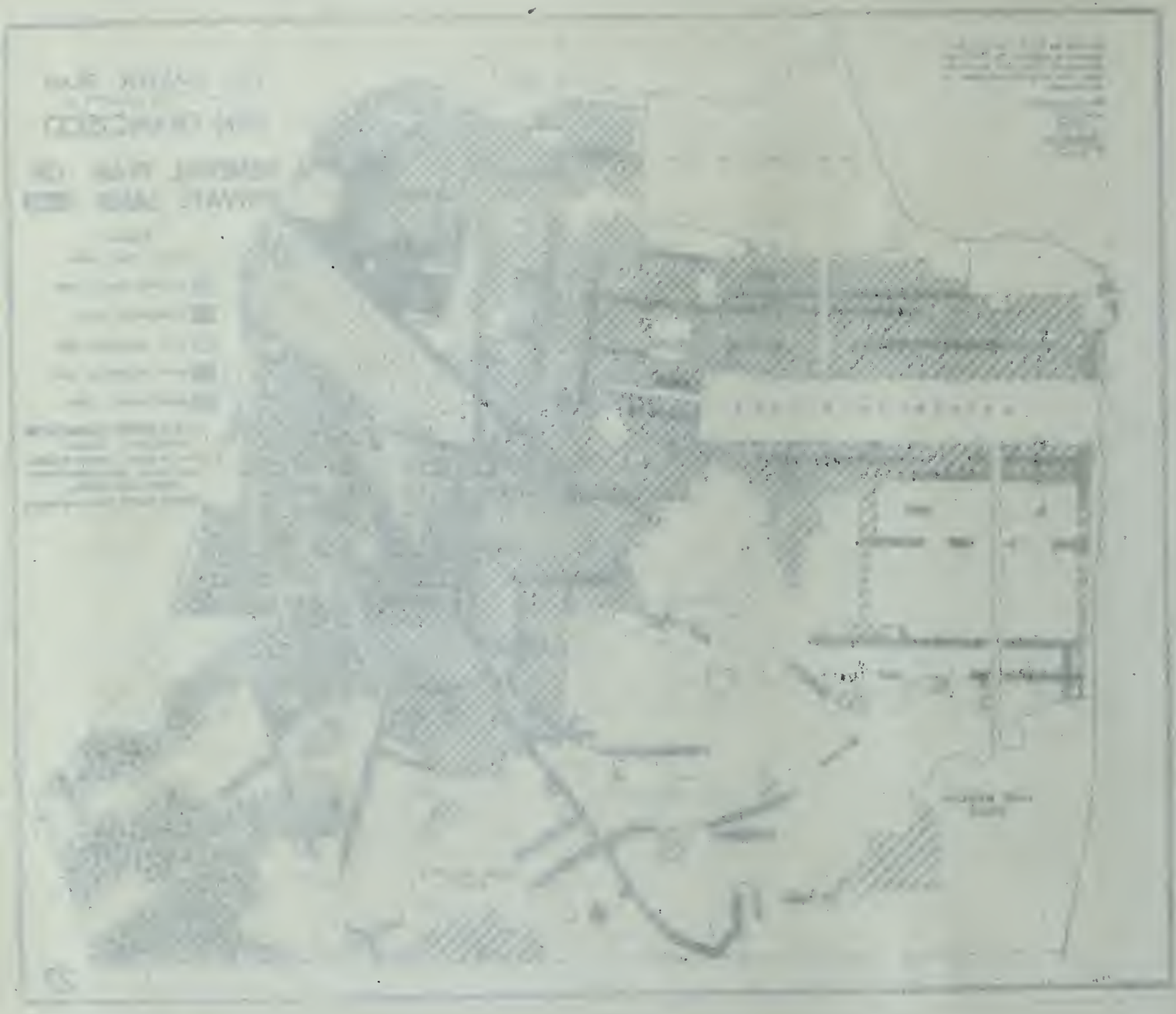


# POPULATION DENSITIES EXISTING AND PROPOSED

It has been shown in the section of the Master Plan entitled Transportation and Utilities, that the total population of San Francisco, exclusive of the war-time surpluses which are already diminishing, may be expected to stab lize at approximately 800,000. The analysis of land uses, as related to people, leads to a similar conclusion. Nothing in the Master Plan, however, is intended to place any fixed ceiling over the total population, for obviously such a limitation would be beyond the scope of the Plan.

In many parts of the city, however, there are neighborhoods where common sense dictates the establishment of definite limitations on population, through proper regulation of the type and intensity (height and site coverage) of residential structures. Only thus can there be any degree of stability in plans for local facilities, and only thus can proper neighborhood values and good living conditions be assured. The Master Plan of Land Use is based upon this concept.

The purpose of this section is to indicate how such protection can be provided in outlying areas and how the total of land available for residence use should be divided, quantitatively, between the several types of residence use described below. At this point it is necessary to refer back to Plan 18 which dealt with purely residential land, setting forth the acreages available after provision for other necessary non-residence activities. To the totals given in the table accompanying Plan 18 there must be added, for present purposes, the estimate of acreage to be used for commercial purposes but having dwelling units on the upper floors.

For the city as a whole, this leads to the following summary of the total amount of land available for residence use:

| | |
|---|---|
| Total purely residential land | 9817 acres |
| Total land with residence and commercial use combined | 554 acres |
| Total, Land for Residence Use | 10,371 acres |

The distribution of this space among the 19 study areas is given in the table on the next page.

# EXHIBIT C

TABLE 1

## Potential Residence Land - By Study Areas

| Census Tract | Study Area | Acres Residence Land (Proposed) | Acres Commercial Land with Residence Use Above (Est'd) | Total Acres Land to be Used for Residence |
|---|---|---|---|---|
| A ( 1-15) | North Beach-Chinatown | 323 | 72 | 395 |
| A (16-23) | Downtown | 20 | 103 | 123 |
| B | Marina-Pacific Heights | 555 | 30 | 585 |
| D | Presidio East | 105 | 14 | 119 |
| E | Presidio West | 225 | 10 | 235 |
| G | Park West | 447 | 10 | 457 |
| H | Park East | 133 | 10 | 143 |
| J ( 1-14) | Western Addition | 524 | 53 | 577 |
| J (15-20) | Buena Vista | 279 | 26 | 305 |
| K | South of Market | 28 | 23 | 51 |
| L | Potrero-Bay View | 1083 | 36 | 1119 |
| M | Visitacion-Excelsior | 1589 | 46 | 1635 |
| N ( 1-11) | Mission | 512 | 55 | 567 |
| N (12-15) | Noe-Glen Park | 479 | 14 | 493 |
| O ( 1- 4) | Sunset-West Portal | 829 | 18 | 847 |
| O ( 5- 9) | Ocean Avenue | 1117 | 15 | 1132 |
| P | Parkside (No. of Sloat) | 760 | 14 | 774 |
| Q | Sunset | 551 | 2 | 553 |
| $ | Merced (incl. "P" So. of Sloat) | 258 | 3 | 261 |
| | Totals | 9817 | 554 | 10,371 |

Four major types of residential structures are distinguished in Plan 28. Some dwellings of each type will be found associated with a commercial use on the ground floor.

1. Single-family dwellings.

   A further distinction between detached and row-type dwellings will be desirable in precising the Master Plan.

2. Duplexes and Small Flats.

   This category includes chiefly 2-family, 3-family and 4-family structures. The type is characterized by the provision of separate entrances, rather than a common hallway as in apartment buildings.

3. Medium Multiple Dwellings.

   These include apartment structures up to 6 or 8 stories, generally adapted to family use.

4. Large Multiple Dwellings.

   All the more intensive multi-story types of dwellings are in this category, which also includes apartment hotels, and the so-called "residential hotels."

# PROPOSED DISTRIBUTION AND EXTENT OF RESIDENCE LAND --- BY TYPE OF STRUCTURE

| Census Tracts | STUDY AREA | | SINGLE - FAMILY DWELLINGS | | | | | DUPLEX DWELLINGS - FLATS | | | | | MEDIUM APARTMENTS | | | | | LARGE APARTMENTS | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | | Acres | % | 1000's | % | Density | Acres | % | 1000's | % | Density | Acres | % | 1000's | % | Density | Acres | % | 1000's | % | Density |
| A (1-15) | NORTH BEACH - CHINATOWN | Area (Acres) | 45 | 11 | | | | 100 | 25 | | | | 178 | 45 | | | | 72 | 18 | | | |
| | | Population | | | 2.5 | 3 | | | | 10.0 | 14 | | | | 31.0 | 43 | | | | 28.5 | 40 | |
| | | Persons/Acre | | | | | 56 | | | | | 100 | | | | | 174 | | | | | 396 |
| A (16-23) | DOWNTOWN | Area | | | | | | | | | | | | | | | | 123 | 100 | | | |
| | | Population | | | | | | | | | | | | | | | | | | 46.0 | 100 | |
| | | Persons/Acre | | | | | | | | | | | | | | | | | | | | 374 |
| B | MARINA - PACIFIC HEIGHTS | Area | 160 | 27 | | | | 230 | 40 | | | | 165 | 28 | | | | 30 | 5 | | | |
| | | Population | | | 8.0 | 13 | | | | 22.0 | 37 | | | | 24.0 | 10 | | | | 6.0 | 10 | |
| | | Persons/Acre | | | | | 50 | | | | | 95 | | | | | 145 | | | | | 200 |
| D | PRESIDIO EAST | Area | 44 | 37 | | | | 49 | 41 | | | | 26 | 22 | | | | | | | | |
| | | Population | | | 2.2 | 20 | | | | 4.9 | 45 | | | | 3.9 | 35 | | | | | | |
| | | Persons/Acre | | | | | 50 | | | | | 100 | | | | | 150 | | | | | |
| E | PRESIDIO WEST | Area | 143 | 61 | | | | 82 | 35 | | | | 10 | 4 | | | | | | | | |
| | | Population | | | 6.5 | 43 | | | | 7.0 | 47 | | | | 1.5 | 10 | | | | | | |
| | | Persons/Acre | | | | | 46 | | | | | 85 | | | | | 150 | | | | | |
| F | PARK WEST | Area | 340 | 74 | | | | 104 | 23 | | | | 13 | 3 | | | | | | | | |
| | | Population | | | 17.0 | 59 | | | | 10.0 | 34 | | | | 2.0 | 7 | | | | | | |
| | | Persons/Acre | | | | | 50 | | | | | 96 | | | | | 150 | | | | | |
| H | PARK EAST | Area | 60 | 42 | | | | 70 | 49 | | | | 13 | 9 | | | | | | | | |
| | | Population | | | 3.0 | 25 | | | | 7.0 | 58 | | | | 2.0 | 17 | | | | | | |
| | | Persons/Acre | | | | | 50 | | | | | 100 | | | | | 150 | | | | | |
| J (1-14) | WESTERN ADDITION | Area | 76 | 13 | | | | 145 | 25 | | | | 303 | 53 | | | | 53 | 9 | | | |
| | | Population | | | 3.8 | 4 | | | | 17.4 | 21 | | | | 50.5 | 59 | | | | 13.3 | 6 | |
| | | Persons/Acre | | | | | 50 | | | | | 120 | | | | | 167 | | | | | 250 |
| J (15-20) | BUENA VISTA | Area | 68 | 22 | | | | 85 | 28 | | | | 126 | 41 | | | | 26 | 9 | | | |
| | | Population | | | 3.4 | 6 | | | | 9.0 | 23 | | | | 21.0 | 52 | | | | 6.6 | 17 | |
| | | Persons/Acre | | | | | 50 | | | | | 106 | | | | | 167 | | | | | 254 |
| K | SOUTH OF MARKET | Area | 10 | 19 | | | | 10 | 20 | | | | 8 | 16 | | | | 23 | 45 | | | |
| | | Population | | | 0.5 | 5 | | | | 1.0 | 10 | | | | 1.5 | 15 | | | | 7.0 | 70 | |
| | | Persons/Acre | | | | | 50 | | | | | 100 | | | | | 188 | | | | | 300 |
| L | POTRERO-BAY VIEW | Area | 840 | 75 | | | | 256 | 23 | | | | 23 | 2 | | | | | | | | |
| | | Population | | | 42.0 | 60 | | | | 24.5 | 35 | | | | 3.5 | 5 | | | | | | |
| | | Persons/Acre | | | | | 50 | | | | | 96 | | | | | 150 | | | | | |
| M | VISITACION-EXCELSIOR | Area | 1323 | 81 | | | | 312 | 19 | | | | | | | | | | | | | |
| | | Population | | | 63.0 | 68 | | | | 30.0 | 32 | | | | | | | | | | | |
| | | Persons/Acre | | | | | 48 | | | | | 96 | | | | | | | | | | |
| N (1-11) | MISSION | Area | 240 | 42 | | | | 170 | 30 | | | | 102 | 18 | | | | 55 | 10 | | | |
| | | Population | | | 12.0 | 21 | | | | 17.0 | 30 | | | | 17.0 | 30 | | | | 11.0 | 19 | |
| | | Persons/Acre | | | | | 50 | | | | | 100 | | | | | 167 | | | | | 200 |
| N (12-15) | NOE-GLEN PARK | Area | 320 | 65 | | | | 173 | 35 | | | | | | | | | | | | | |
| | | Population | | | 15.7 | 48 | | | | 17.3 | 52 | | | | | | | | | | | |
| | | Persons/Acre | | | | | 50 | | | | | 100 | | | | | | | | | | |
| O (1-4) | SUNSET-WEST PORTAL | Area | 707 | 83 | | | | 140 | 17 | | | | | | | | | | | | | |
| | | Population | | | 33.6 | 70 | | | | 14.4 | 30 | | | | | | | | | | | |
| | | Persons/Acre | | | | | 48 | | | | | 103 | | | | | | | | | | |
| O (5-9) | OCEAN AVENUE | Area | 1098 | 97 | | | | 34 | 3 | | | | | | | | | | | | | |
| | | Population | | | 36.6 | 92 | | | | 3.4 | 8 | | | | | | | | | | | |
| | | Persons/Acre | | | | | 34 | | | | | 100 | | | | | | | | | | |
| P | PARKSIDE (Por. No. of Sloat) | Area | 722 | 93 | | | | 52 | 7 | | | | | | | | | | | | | |
| | | Population | | | 32.8 | 86 | | | | 5.2 | 14 | | | | | | | | | | | |
| | | Persons/Acre | | | | | 46 | | | | | 100 | | | | | | | | | | |
| Q | SUNSET | Area | 533 | 96 | | | | 20 | 4 | | | | | | | | | | | | | |
| | | Population | | | 24.2 | 93 | | | | 1.8 | 7 | | | | | | | | | | | |
| | | Persons/Acre | | | | | 46 | | | | | 90 | | | | | | | | | | |
| R | MERCED (incl. Pt. No. of Sloat) | Area | 144 | 55 | | | | 117 | 45 | | | | | | | | | | | | | |
| | | Population | | | 7.2 | 48 | | | | 7.8 | 52 | | | | | | | | | | | |
| | | Persons/Acre | | | | | 50 | | | | | 67 | | | | | | | | | | |

This Plan No. 28A of a series has been approved by Resolution No. 2998 December 20, 1945 as a part of the Master Plan of the City and County of San Francisco

Michel D. Weill
President

Roger Deas
Roger Deas
Secretary

# THE MASTER PLAN
## of the CITY & COUNTY of
# SAN FRANCISCO

## LAND USE PLAN
## RESIDENTIAL DENSITIES




FIGURES LIKE THIS INDICATE POPULATION DENSITY (PERSONS PER NET ACRE)

SHADING INDICATES TYPE OF DWELLING

ARROW AND FIGURE INDICATE AVERAGE DENSITY (1938)

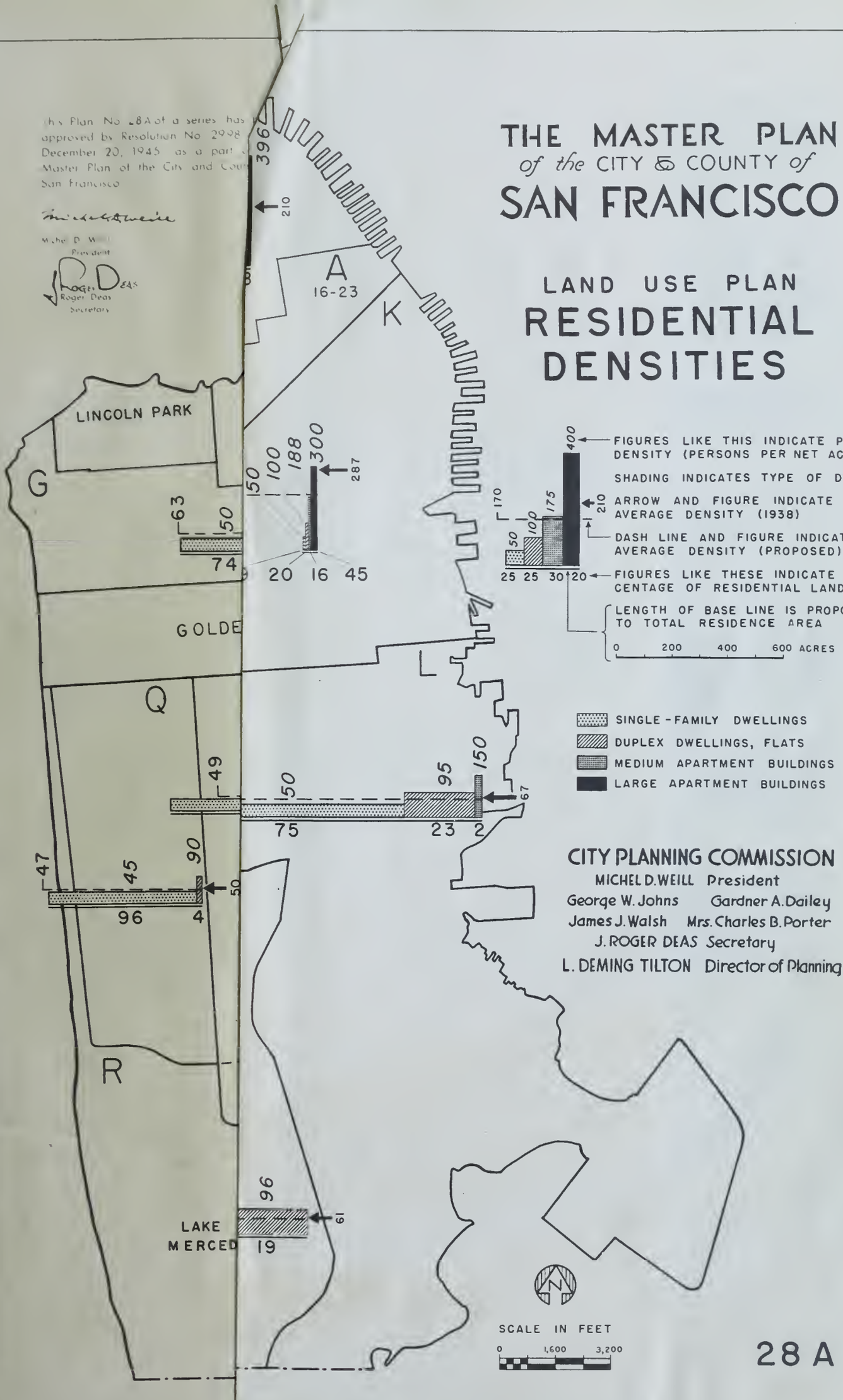
DASH LINE AND FIGURE INDICATE AVERAGE DENSITY (PROPOSED)

FIGURES LIKE THESE INDICATE PERCENTAGE OF RESIDENTIAL LAND

LENGTH OF BASE LINE IS PROPORTIONAL TO TOTAL RESIDENCE AREA

0 200 400 600 ACRES

SINGLE-FAMILY DWELLINGS
DUPLEX DWELLINGS, FLATS
MEDIUM APARTMENT BUILDINGS
LARGE APARTMENT BUILDINGS




## CITY PLANNING COMMISSION

MICHEL D. WEILL President
George W. Johns Gardner A. Dailey
James J. Walsh Mrs. Charles B. Porter
J. ROGER DEAS Secretary
L. DEMING TILTON Director of Planning

SCALE IN FEET
0 1,600 3,200

28 A

This Plan No. 28-A of a series has been approved by Resolution No. 2916 dated December 21, 1945 as a part of the Master Plan of the City and County of San Francisco.

Michel D. Weill
President

Roger Deas
Roger Deas
Secretary

# THE MASTER PLAN
*of the* CITY & COUNTY *of*
# SAN FRANCISCO

## LAND USE PLAN
## RESIDENTIAL DENSITIES

PRESIDIO

LINCOLN PARK

GOLDEN GATE PARK

LAKE MERCED

B

A 1-15

A 16-23

K

D

E

G

H

C 1-4

C 15-20

N 1-11

Q

P

O 1-4

N 12-15

M

O 5-9

R

L

- FIGURES LIKE THIS INDICATE POPULATION DENSITY (PERSONS PER NET ACRE)
- SHADING INDICATES TYPE OF DWELLING
- ARROW AND FIGURE INDICATE AVERAGE DENSITY (1938)
- DASH LINE AND FIGURE INDICATE AVERAGE DENSITY (PROPOSED)
- FIGURES LIKE THESE INDICATE PERCENTAGE OF RESIDENTIAL LAND
- LENGTH OF BASE LINE IS PROPORTIONAL TO TOTAL RESIDENCE AREA

0 200 400 600 ACRES

- SINGLE-FAMILY DWELLINGS
- DUPLEX DWELLINGS, FLATS
- MEDIUM APARTMENT BUILDINGS
- LARGE APARTMENT BUILDINGS

SCALE IN FEET
0 1,600 3,200


CITY PLANNING COMMISSION
MICHEL D. WEILL President
George W. Johns — Gardner A. Dailey
James J. Walsh — Mrs. Charles B. Porter
J. ROGER DEAS Secretary
L. DEMING TILTON Director of Planning


28 A

The actual designation of districts as suitable for each of the four types of residence use will be a part of the process of amending the zoning ordinance. At present this ordinance distinguishes only two categories of residential use; (1) single family dwellings, and (2) all other dwellings.

Density Standards. Meanwhile, the amount of land proposed to be allocated to each category of residence use, and the relation between these areas and the people to be accommodated, have been studied in order to establish a pattern of density standards as part of the Master Plan. The results of such studies are embodied in Table 2 and Plan 28A

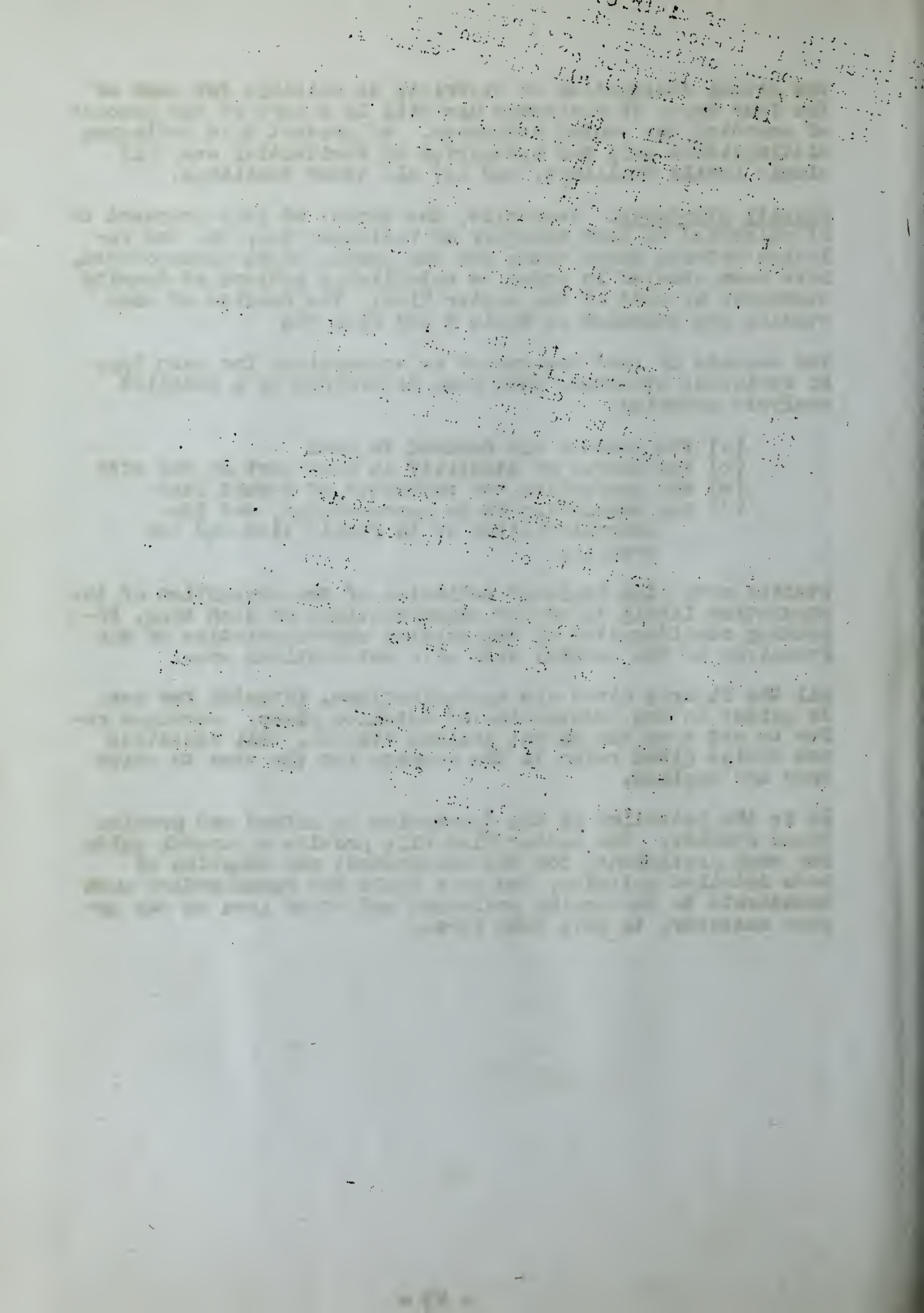
The amounts of land designated as appropriate for each type of residence structure have been determined by a detailed analysis covering

(a) the amounts now devoted to each
(b) the degree of stability in each part of the city
(c) the proportion and character of vacant land
(d) the population to be accommodated, and its characteristics as to family size and age grouping

Studies made also included estimates of the proportion of the population likely to prefer accommodations of each type, including consideration of the special characteristics of Sah Francisco as the central city of a metropolitan area.

All the figures given are approximations, intended for use as guides in the preparation of detailed plans. Acreages refer to net area and do not include streets. All densities and ratios given refer to the average for the area to which they are applied.

It is the intention of the Commission to extend and precise these studies. The Master Plan will provide a general guide for such precisions, for the development and adoption of more detailed policies, and as a basis for recommending such amendments to the zoning ordinance and other laws as may appear necessary to give them force.



X

# DESIRABLE STANDARDS FOR LAND COVERAGE

The term "building intensity" as used in this report refers to the relative bulk of buildings and the open spaces about them, particularly as to buildings used wholly or partly for residence purposes. "Coverage" means the proportion of the land or space occupied by structures. Where buildings used jointly for residential and other purposes are involved, the coverage above the non-residential uses would be subject to control.

As to non-residential buildings, no detailed recommendations concerning desirable open spaces are made at this time. Special studies of building arrangement and open spaces in the Central Business District are contemplated, however. Whenever it is shown to be necessary to preserve residential values in any neighborhood, the enactment of ordinances providing reasonable restrictions upon the height and bulk of non-residential structures is declared to be the approved policy of the Commission.

As to residence structures, the Master Plan is based upon the principle that every dwelling should be healthful, with ample space about the buildings to provide for light, air and ventilation, privacy, and recreation wherever the demand exists.

There is ample evidence that a great many residential structures in San Francisco today fail to meet these simple tests. Wherever excessive intensity of buildings is combined with other deficiencies to such an extent as to constitute a blighted area, the remedy is redevelopment, a process discussed at length in another Master Plan report. In such cases, new and higher standards of open space should be applied, for congestion cannot be cured merely by repainting or providing old buildings with modern sanitation. Provision of more adequate open spaces about buildings in redevelopment projects is imperative. The rebuilding of the city must follow a wholly new type of land use and density plan.

Unfortunately a high degree of building intensity is also prevalent in parts of the city which are economically quite sound and stable, fairly satisfactory in other respects, and not subject to material change under the Master Plan. The intensity proposed for such areas must, as a practical matter, be comparable to that which now exists. Standards for new construction in such areas should, however, reflect the best rather than the worst of the conditions now found.

In parts of the city where a considerable acreage of land still remains vacant, the highest standard of open space requirements compatible with the economics of the situation is recommended.

The facts as to present building coverage in different sections of the city are shown in Table 3. The population densities, as found in the Land Use Survey are also given for reference.

Table 3

Present Building Coverage and Average Population Density

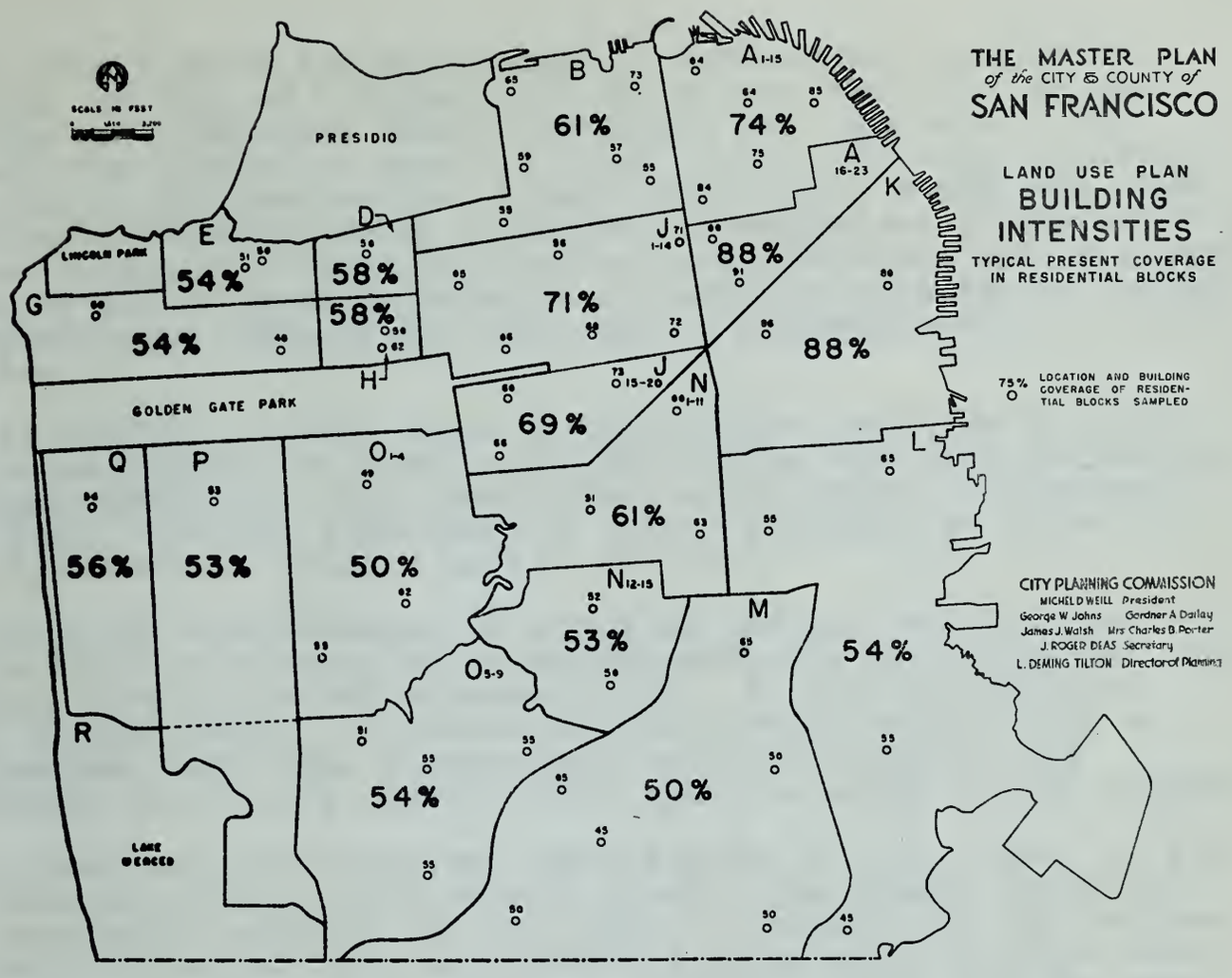
Residential Areas (1938)

| Census Tracts | Study Area | Average Density Persons Per Acre | Typical Coverage % of Site |
|---|---|---|---|
| A (1-15) | North Beach-Chinatown | 210 | 74 |
| A (16-23) | Downtown | 379 | 88 |
| B | Marina-Pacific Heights | 100 | 61 |
| D | Presidio East | 89 | 58 |
| E | Presidio West | 69 | 54 |
| G | Park West | 67 | 54 |
| H | Park East | 85 | 58 |
| J (1-14) | Western Addition | 145 | 71 |
| J (15-20) | Buena Vista | 127 | 69 |
| K | South of Market | 287 | 88 |
| L | Potrero-Bay View | 67 | 54 |
| M | Visitacion-Excelsior | 61 | 54 |
| N (1-11) | Mission | 106 | 61 |
| N (12-15) | Noe-Glen Park | 67 | 53 |
| O (5-9) | Ocean Avenue | 39 | 54 |
| P | Parkside (No. of Sloat) | 51 | 53 |
| Q | Sunset | 50 | 56 |
| R | Merced (incl."P" So.of Sloat) | No Data | No Data |
| O (1-4) | Sunset-West Portal | 58 | 50 |

The coverage is for developed lots, and was determined by map measurements of sample blocks, selected as typical of the district.

The average density is that found in the Land Use Survey (1938) for all residence land (net) including land used also for commercial purposes on the ground floor. Present densities are higher by from 5% to 25%, because of the wartime increase in population, not accompanied by a proportionate amount of new construction.

These densities and coverages are given for comparison with those proposed, which will be found in Plans 28A and 28B, respectively.




THE MASTER PLAN
of the CITY & COUNTY of
SAN FRANCISCO

LAND USE PLAN
BUILDING INTENSITIES
TYPICAL PRESENT COVERAGE IN RESIDENTIAL BLOCKS

75% LOCATION AND BUILDING COVERAGE OF RESIDENTIAL BLOCKS SAMPLED

CITY PLANNING COMMISSION
MICHELD WEILL President
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## STANDARDS OF RESIDENTIAL BUILDING INTENSITY
(PROPOSED MAXIMUM COVERAGE IN PERCENT OF SITE AREA)

| | ORDINARY NEW CONSTRUCTION (INDIVIDUAL UNITS) WHERE AVERAGE PERCENT COVERED NOW IS | | | | REDEVELOPMENT (BLOCKS) SEE NOTES | |
|---|---|---|---|---|---|---|
| | 50 - 55 | 55 - 65 | 65 - 75 | 75 - 90 | A | B |
| 1 to 2 Stories | 50 | 60 | 70 | 75 | 30 | 40 |
| 3 to 4 Stories | 50 | 55 | 65 | 70 | 30 | 40 |
| 5 to 8 Stories | 40 | 45 | 55 | 65 | 25 | 35 |
| 9 to 12 Stories | 35 | 40 | 50 | 60 | 25 | 30 |
| Over 12 Stories | 30 | 35 | 45 | 55 | 20 | 25 |

NOTES:

Col. A - Desirable maxima for small projects, which do not include public open spaces.

Col. B - Permissible maxima for larger projects where there are compensating factors, such as public open space.

All regulations in final form are to contain provisions for reasonable variations and exceptions to cover special conditions and to avoid undue hardship. Examples are:

(1) Corner lots, or sites on streets of unusual width.
(2) Lots facing, or abutting, permanent open spaces.
(3) Exceptionally small ownership.
(4) Setbacks proposed in upper stories.
(5) Non-residence uses of ground floor.

The establishment and enforcement of regulations covering the height and bulk of buildings and the spaces about them is one of the most important tasks confronting the Commission. The recommendations as to coverage shown on Plan 28B will constitute a guide in the preparation of such regulations, which will eventually be incorporated in a revised and modernized Zoning Ordinance. These will apply to areas not yet developed, and to vacant lots in stable areas, serving to protect them against the gradual deterioration which often occurs when a neighborhood is no longer new.

It is possible in many cases to provide for densities in close-in areas higher than those which now obtain, but with far better living conditions. This would involve the gradual replacement of small, obsolete structures by taller buildings of better design, covering a smaller part of the land.

Where urban redevelopment is involved, the new standards can be introduced at once, in accordance with the law, as an integral part of the redevelopment plan. It will be necessary for the Commission, in considering each redevelopment plan to determine, with these figures only as general guides, the coverage and density pattern which ought to apply in each project.

A further and very important qualification of the figures in the table which follows must be made clear. The average densities of population proposed for each type of dwelling and the proportionate volume of such construction in each major district were shown on Plan 28A These must be considered along with the proposed average coverage in each area.

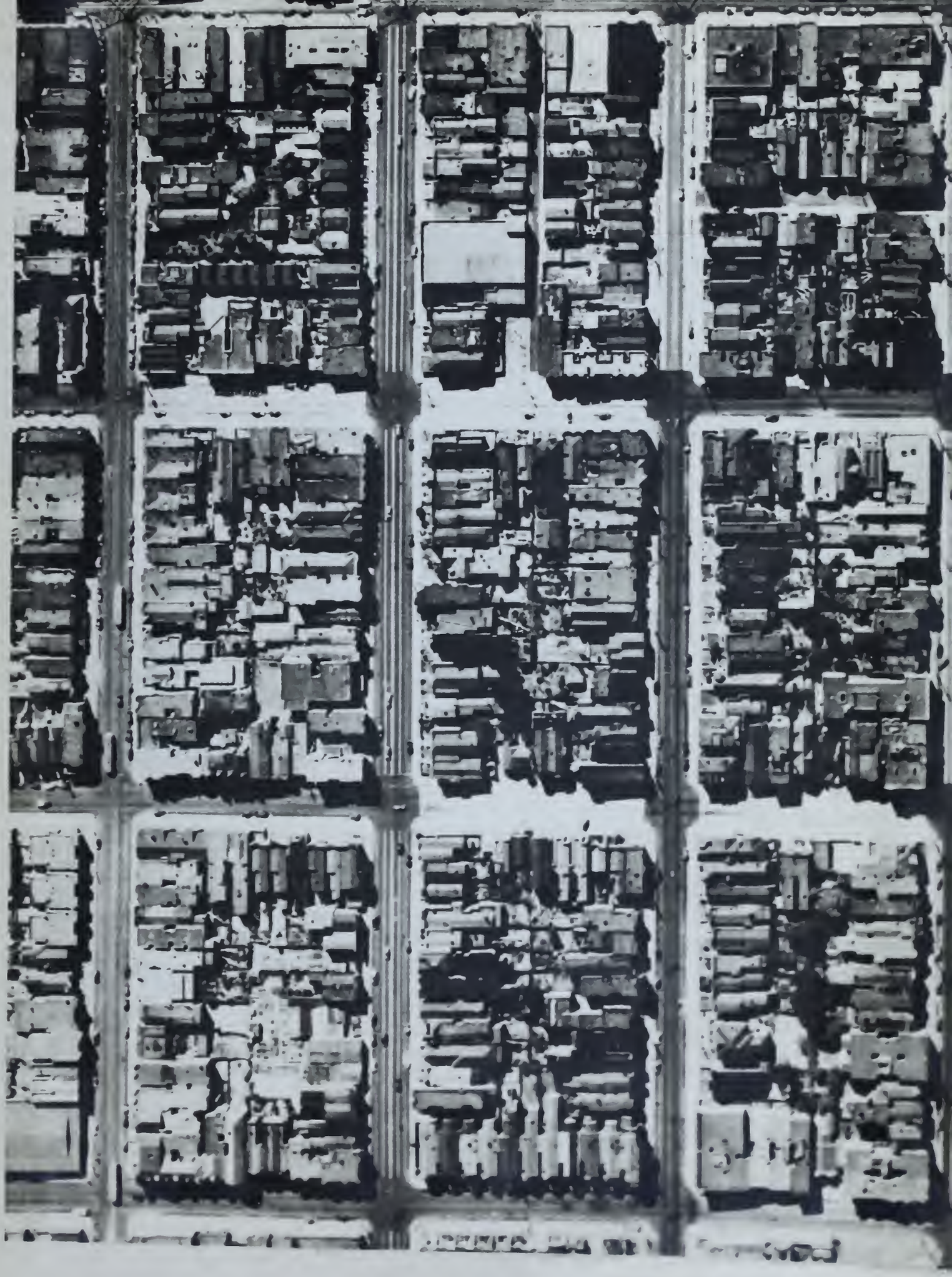
Plan 28B is in two parts. The map on the upper half shows the present building coverage in all sections of the city, based upon sample studies of typical residential blocks in each census district. The chart on the lower half shows a preliminary set of coverage standards designed to achieve through the years, as the processes of building and rebuilding take place, a large measure of open space in residential districts throughout the city. Multi-storied structures should in general provide more open-space on the site, to preserve the proposed balance of population with other land uses and facilities.

All determinations, either in connection with a redevelopment plan or with zoning regulations, will naturally provide for reasonable variations from fixed standards to cover, among other things, such special considerations as

(1) Corner sites, where allowance may be made for the effect of the street space along the side of the lot.

(2) Lots facing, or abutting, a permanent open space, such as a park, a wide landscaped freeway, or an unbuildable hillside.

(3) Exceptionally small parcels, where the ownership cannot be extended, and the restriction would work an unnecessary hardship.



BUILDING INTENSITY

An airplane view of typical blocks in older San Francisco

(4) Set-backs proposed in upper stories, which reduce the volume and capacity of the structure, and thus compensate for higher coverage on the ground floor.

(5) Non-residence uses, such as garage space or business uses, on the ground floor.

A final word needs to be said regarding the necessity for the open space standards indicated as desirable. They represent in many cases a radical departure from existing conditions. A new pattern is established for future city development. Its purpose can be made clear.

A city built with adequate open space in residential areas does not violate fundamental economic law. Land held open around dwellings serves many purposes, and has its own set of values. The fact that these values are social does not exclude them from consideration, for, practically every benefit that is delivered to people in the city through civic improvements can be calculated in financial terms.

The quantity and arrangement of open spaces in the future city, quite as much as the buildings, will determine its livability. Such spaces will provide:

Views - which have high value in this city.
Protection - from fires, disaster,
Sunlight - essential and valuable in San Francisco.
Fresh Air - which all families need.
Planting - bringing more of the green open country into the city.
Playgrounds - to keep children near home and safe.
Auto Parking - to free the public streets for traffic.
Vistas of Buildings - to permit costly buildings to be seen.
Service - giving access to rubbish and garbage.

These benefits and advantages all appeal to the enlightened citizen. When he cannot find them within the city he moves outward. This decentralization has now reached such proportions as to threaten the economic foundations of the city. The movement outward can only be arrested by making the old city more attractive. The formulas by which this can be done are indicated in this section of the Master Plan.